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AN ANALYSIS OF THE STRUCTURE AND FUNCTION OF THREE PROVINCIAL SPORTS COLLECTIVES IN WESTERN CANADA 1977-78

by

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ERNEST ALFRED NICHOLLS

A THESIS
SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH
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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research, for acceptance, a thesis entitled AN ANALYSIS OF THE STRUCTURE AND FUNCTION OF THREE PROVINCIAL SPORTS COLLECTIVES IN WESTERN CANADA 1977-78 submitted by ERNEST ALFRED NICHOLLS in partial fulfillment of the requirements for the degree of Doctor of Philosophy.

H. A. Scott
Supervisor

Don Kay

H. J. McLachlan

Eric F. Broom
External Examiner

Date Sept. 2, 1982

to

my families

Karen

Michael, Janet, Stephen

Alfred and Elizabeth

Simon and Margaret

ABSTRACT

The purpose of this study was to describe, analyze, and evaluate the success of the operation of three provincial sports collectives in Western Canada: Sport B.C., Sport Alberta, and Sask Sport. More specifically, the purpose was to utilize the CIPP Evaluation Model developed by D.L. Stufflebeam (1968) in the evaluation of these organizations by determining how they were developed, what their official and operative goals were (Perrow, 1969), how they were structured, what they did to meet their goals, and how successful they were in achieving their goals. Further, it was the purpose of the study to ascertain the major problems facing the collectives.

Data were obtained using the research techniques of document and record analysis, semi-directed interviews conducted with selected sports leaders in each province, and the administration of a questionnaire to the entire membership of each federation. The responses to the questionnaires were subjected to descriptive analysis. All interviews were recorded and, later, transcribed. Content analysis was used to interpret all interviews, documents, and records.

The application of the four types of evaluation within the CIPP Model (Context, Input, Process, and Product) a systematic methodology applied equally across all three provincial sports collectives faciliatated data generation, analysis, and presentation.

A detailed history of the development of each of the three sports collectives was presented. Both the official goals and operative goals were identified and described.

The programmes and services provided by each of the collectives were described and the contemporary organizational structure of the collectives was determined and detailed.

Respective members' perceptions of the successes enjoyed by their provincial sports collectives in meeting official goals were determined.

Sport B.C. was perceived by its membership to have generally succeeded in meeting its official goals. It did coordinate, encourage, and assist member organizations. To a lesser degree, the federation was seen to be successful in promoting sports.

Sport B.C. was a success as a lobby with government but it was suggested that a concerted effort be made to reduce conflict with its relations with the government's civil service.

Sport B.C. was seen to be a success administering the B.C. Administrative Centre for Sport, Recreation, and Fitness.

Sport Alberta was perceived to have generally failed to meet any of its official goals. It was seen to fail in promoting amateur sport, in any liaison with government, and in correlating efforts to stimulate interest in amateur sport. Only in a guarded way was it suggested that Sport Alberta had managed to act as a forum of exchange of members' views.

Sask Sport was perceived as having succeeded in achieving all of its official goals. Sask Sport was seen to encourage and promote sport, to maintain a close liaison with government, in generating through the Western Canada Lottery Foundation - Saskatchewan Division significant profits for sport, and in the funneling of this money back to sports groups.

Finally, key issues and major problems confronting each of the provincial sports collectives were offered as were some possible solutions to these problems.

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CHAPER I

STATEMENT OF THE PROBLEM

Introduction

In September of 1961, the Government of Canada passed Bill C-131, the Fitness and Amateur Sport Act. No other single event or piece of legislation has had greater impact on the administration of amateur sport in Canada than has the passage and subsequent implementation of that Bill (Paton, 1975:444). The essential ingredient of the Act was ". . . an annual allocation of $5 million to encourage, promote, and develop fitness and amateur sport among people in Canada" (Wilkie, 1968:7). In order for these impressive sums of money to be properly administered to meet stated aims and objectives within the vast complexity of the Canadian sports scene, the Government created a bureaucracy, labelled it the Fitness and Amateur Sport Directorate, and placed it under the aegis of the Department of National Health and Welfare.

Federal programming was accommodated in direct grants to national sports organizations, research, scholarships, bursaries or fellowships; grants to national coordinating agencies (such as the Canadian Intercollegiate Athletic Association); and in funding through the provinces within Federal-Provincial agreements (Wilkie, 1968:9-11).

As the provinces were called upon to administer these federal funds, they, in turn, created appropriate lesser-bureaucracies within various ministries in their governmental structures. Although titles given these formal structures varied from province to province (e.g., in British Columbia, the Fitness and Amateur Sport Division in the Education Ministry; in Alberta, the Athletics and Outdoor Education Division in the Provincial Secretary's Department; and in Saskatchewan, a discrete government bureau entitled the Provincial Youth Agency) their mandates were consistent with the parent federal government within the sphere of fitness and amateur sport for their respective populations.

The 1960's could best be characterized as a decade of change. The rapidity and pervasiveness of the changes were, for many, exciting; for others, unsettling; and for still others, chaotic. Within the world of the administration of sport the changes were equally rapid and their impact as far-reaching. The federal government had made monies available for development in amateur sport. The provincial governments were thus able to assume even larger leadership roles in encouraging the development introprovincially of administrations of amateur sport governing bodies.

Coupled with these factors was the natural growth and development being experienced in amateur sport administration everywhere. Broom reported:

> During the last 25 years the governing bodies of amateur sport . . . have extended their activities beyond the original function of controlling and organizing competition . . . . Coaching schemes, national coaches, training and accreditation of coaches, sports training centres, and instructional and other promotional activities . . . . Inevitably the administrative demands of such a wide range of activities rapidly outgrew the

> capacity of the volunteer officers. A servicing organization was needed, and to coordinate and service the activities of the governing bodies of amateur sport . . . many established Sports Federations (Broom, 1971:9).

Although Broom was describing the scene in Western Europe, his observations might well have been made in the Canadian provinces during the vibrant 1960's. The result in Canada was the formation of provincial sports governing confederations or collectives, incorporated as non-profit bodies under their respective provincial Societies Act. In 1965 the British Columbia Sports Federation was born; the Manitoba Sports Federation followed in 1969; Sport Alberta came into being in 1970; and Sask Sport completed the picture in Western Canada in 1972.

During the past several years since the creation of these collectives, some remarkable "happenings" have been witnessed on the Canadian sports scene. Principle among them have been:

1. A government-sponsored task force on sports for Canadians (Rea, Des Ruisseaux and Greene, 1969).
2. Major federal government policy decisions to assist sports in the provision of a centralized sports administration centre in Ottawa and direct financial aid to national sports governing bodies to hire full-time administrators (Munro, 1971).
3. An elevation in the significance of sport by the federal government policy decision to create separate directorates--Sport Canada and Recreation Canada--

within the federal ministry caring for sporting matters (Munro, 1971).

4. Game Plan '76, a coordinated plan of financial assistance by the federal government to aid in the development of athletes in Olympic events in preparation for the 1976 Montreal Olympics.
5. PARTICIPaction, the initiation of a non-governmental, non-profit programme designed to promote an interest and concern for increasing personal fitness levels among all Canadians (Kisby, 1972).
6. Major lottery programmes (e.g., LOTO Canada and the Western), the proceeds from which were to be made available, in part, to the development of amateur sport.
7. The Montreal Olympics, the extravaganza which completely dominated the amateur sports environment until August of 1976.

Amid the clamour and din of the past decade the provincial federations of amateur sports have continued to grow and develop, to stabilize within their respective sports delivery systems. These formative years have not been without their problems for those responsible for the organization and administration of the collectives both in guiding the collectives in the directions they should take and in the processes they would employ to reach their ends.[1] Usually these problems were met and resolved on an ad hoc basis, the pressures of day-to-day administration providing precious little time for in-depth analysis or evaluation.

But now the Olympics in Montreal have finished and relative calm has settled on the nation's sporting scene. It is, therefore, an appropriate time to analyze the structure and functioning of these provincial amateur sports governing federations--to evaluate their management and operation to ascertain how well they do that which they are supposed to do. How successful have they been in meeting their objectives?

It is to this question that the present study is directed.

The Problem

The purpose of this study was to describe, analyze, and evaluate the success of the operation of Sport B.C., Sport Alberta, and Sask Sport. More specifically, the purpose was to utilize the CIPP Evaluation Model developed by D. L. Stufflebeam (1968:8) in the evaluation of provincial sports governing collectives by determining how these organizations have developed, what are the official and operative goals

---

[1] Two year's experience as a member of the Board of Management of Sask Sport and a study of members' perceptions of Sport Alberta (Nicholls, 1977) provided ample evidence of problems and concerns with meeting both organizational objectives and members' needs.

(Perrow, 1969:66) of the collectives, how these organizations are structured to do that which they do, what it is that these organizations do to meet their goals, and how successful they are in achieving their goals. Further, it was the purpose of the study to ascertain the key issues and problem areas facing the collectives.

In order to operationalize the purpose, the following research questions were suggested which, when answered, provided the basis from which conclusions about the main problem under study were drawn:

1. What is the history of the collectives?
2. What are the official goals of the collectives?
   a) What are the official goals as stated by the constitution or bylaws of the organizations, in statements of key executives, in annual reports, or as stated by the professional staff of the collectives?
3. What are the operative goals of the collectives?
   a) What are the operative goals as stated by the professional staff of the collectives, by a selected sampling of the membership, by statements of key executives, as demonstrated in the allocation of resources and planning by the collectives?
4. What programmes and services do the collectives provide for their members?
   a) To which goals do they contribute?
5. What is the contemporary structure of the collectives?
6. How successful have the collectives been in meeting their goals?
   a) What is the amount of participation by the

members in each of the programmes of the collectives?

b) What are the members' perceptions of the success of the collectives?

7. What are the key issues and problem areas facing the collectives?

8. What recommendations may be offered for the improvement in the operation of the collectives?

Justification for the Study

If any Canadian still cherished an image of a modern organized sport as simple, inexpensive fun to be engaged in during leisure time that naive dream must have been sorely tested during the past fifteen years and, surely, totally obliterated with the recent multi-billion dollar Olympics in Montreal. The preparation of athletes, the provision of venues, and the organization and administration of amateur sport today is extremely complex and chillingly costly.

From no doubt modest beginnings, the operating costs of provincial amateur sports governing collectives have reached impressive proportions. It is reported that the costs of administration in Quebec and Ontario (la Confédération des Sports du Québec and Sport Ontario) for the year 1976 were $1,738,038 and $1,150,000 respectively (British Columbia Sports Federation, 1976: Chairman's Report). In its 1977 submission to the provincial Physical Fitness and Amateur Sports Fund, the British Columbia Sports Federation projected revenues to exceed $300,000 (British Columbia Sports Federation 1977 Submission, undated). Sask Sport has reported a

"Million Dollar Milestone" in making grants totalling that amount to sport, culture, and recreation agencies in that province since its programme began in 1974 (Sask Sport News, 1977). There can be little doubt that these operations are now "big business."

A review of relevant literature indicated that no studies had been done which directly related to any form of evaluation of provincial sports governing federations. It seemed that such major commitments of resources for the development of amateur sports would merit a study of this nature.

There can be little doubt that the leadership in each of the provincial collectives was dedicated to their belief in a united voice for sport and was sincere in its concerns that these organizations do the utmost in serving the sportsmen in their province. To this end they look forward to all studies which might enable them to manage and to make decisions for improvements in their operations from a more enlightened information base. It was the intent that the present study would contribute to this information base.

During the summer of 1976, in correspondence between this writer and W. McEwen, then President of the Sports Federation of Canada, it was learned that there was interest in bringing together major evaluative reports, project reports, and annual reports within each province which would, combined, reflect the direction, scope, and process of growth and development of the provincial collectives. Whilst nought then came of the idea, this study made a contribution in that direction in the three western-most provinces.

A study of three provinces in the West was thought to be useful for administrators and executives of these collectives as comparisons from which they might learn of policies, procedures, and problems being experienced in a sister province. It was suggested that this sharing and further understanding would contribute to the development of new ideas for solutions to their local problems and new motivations for servicing the needs of their organizations.

With the tremendous growth and development of organized sport in Canada has come a veritable administrative revolution. Even a cursory glance at either the national or provincial scene showed evidence of this growth in administration with the establishment of national or provincial offices, the hiring of executive directors, provincial coaches, technical directors, and directors of officials. Yet, in terms of the development of any theory of sports administration, we have few conceptually-based studies which might provide for systematic understandings of the administrative task taking place (Ziegler and Spaeth, 1974: Chapters 1-3). By utilizing the concepts and processes embodied in the CIPP Evaluation Model and applying it in an intra-national perspective, this study contributed to such a systematic understanding.

For many years this writer had been actively engaged on both a voluntary and semi-professional basis in the organization and administration of amateur sports at both the provincial and national levels. There is little doubt that the motives for such a lasting involvement was a deep personal commitment to the perceived potential for public, social, and physical health through organized sport. A very obvious need of the sports administrator was to take stock of their organizations' directions and the methods being employed in striving to meet their goals. What was lacking were systematic tools for evaluating the effectiveness or success of the collectives. In an effort to contribute to the growth and maintenance of sound sports administration this study utilized one such evaluative tool or research methodology.

As well, this study identified those major issues and problem areas that must be addressed by each provincial collective in order for it to meet the needs of its several constituents and remain a viable, dynamic enterprise.

Finally, it was expected that this study would contribute to the growing body of knowledge which is necessary to promote an understanding of the total sports system in this country.

Delimitations of the Study

1. The study was concerned with the acknowledged provincial sports federations in British Columbia, Alberta, and Saskatchewan.
2, The bulk of the data was gathered during the period March, 1977 to March, 1978.

3. The questionnaire was administered to the chief executive officer of each of the respective federation members.

Limitations of the Study

The study was limited by several factors:

1. Economic and temporal constraints. These provided for study and travel in Saskatchewan essentially in September and October of 1977 with follow-up during March of 1978 and in British Columbia during November and December of 1977. These same constraints permitted study in only the major centres of Regina, Yorkton, Saskatoon, Edmonton, Calgary, Revelstoke, Vancouver, and Victoria.
2. The procedures and instruments utilized. More specifically this refers to constraints inherent in the use of personal correspondence and conversations, the interview techniques, document interpretation and analysis, and the questionnaires.
3. The investigator's personal familiarity and professional proximity to the operation of one of the provincial sports collectives within this study. The systematized methodological formula for data generation, analysis, and presentation inherent in the utilization of the CIPP Evaluation Model was applied equally across all three of the collectives in order to be effective in screening out any personal bias.

4. The concern for both confidentiality of information and the maintenance of "good relations" with major sponsors and/or patrons, particularly between the federations and the provincial governments.
5. The unavailability of some documents from both governments and federation sources.

Definition of Terms

1. Sport B.C.--the official name of the Society which is made up of agencies in British Columbia which are actively engaged in the administration, programming, and/or provision of service to amateur sports. The majority of the agencies which are members of Sport B.C. are provincial sports governing bodies.
2. Sask Sport, Sport Alberta (Amateur)--the official name of the Societies comparable to Sport B.C. but which are located in the provinces of Saskatchewan and Alberta respectively. Sport Alberta (Amateur) is frequently abbreviated to "Sport Alberta" throughout this study.
3. Federation, Collective, Confederation--synonyms used freely and interchangeably to describe Sask Sport, Sport Alberta, or Sport B.C. Used here because of the fact that these associations are unions of several often dissimilar agencies joined together by agreement in an alliance which works toward the commonweal.

4. Provincial Sports Governing Body--the provincial authority of a particular sport activity recognized as such by their national sports governing body.
5. Multi-sport Agency--an organization which is responsible for the administration and sponsorship of a programme usually made up of several sporting activities and usually for a special population. Examples of such agencies include the Saskatchewan High Schools Athletic Association, the University of Alberta, or the B.C. Division of the Canadian Wheelchair Sports Association.
6. Goal--"an organizational goal is a desired state of affairs which the organization attempts to realize" (Hall, 1972:80). Goals are purposely general and vague abstractions which provide overall guidance for efforts of an organization.
7. Official Goals--the general purposes of an organization as put forth in the charter, annual reports, public statements by key executives and other authoritative pronoucements (Perrow, 1969).
8. Operative Goals--the unofficial purposes of an organization. "Operative goals designate the ends sought through the actual operating policies of the organization; they tell us what the organization actually is trying to do, regardless of what the official goals say are the aims" (Perrow, 1969:66). Operative goals provide the specific content of official goals

and are embedded in major operating policies and daily decisions of the organization's personnel.

9. Significant Associates--a term to designate those organizations or agencies in the province which interrelate in some significant way with the sports governing collective. Although they are not members of the collective they are usually to be found somewhere within the totality of the province's sports delivery system even though a sporting role may be but peripheral or tangential to their primary purpose. Examples of such agencies are the provincial governments, university and other post-secondary school athletic departments, agricultural exhibition associations, professional sports clubs, and municipal school boards.

10. Chief Executive Officer--the title given the position of the political or elected leader of an organization. In this study this refers to the positions of President or Chairman.

CHAPTER II

REVIEW OF RELEVANT LITERATURE

Since the federal government's 1961 decision to introduce significant levels of public sector funding into sport the Canadian sport system has undergone tremendous changes. Further, the involvement of the senior government has been accelerated during the past decade within the jurisdictions of the major bureaucracies of Sport Canada and Recreation Canada (Munro, 1971). Federal initiatives have resulted in new national programmes such as Game Plan '76, Game Plan '80, Canada Summer and Winter Games, Regional Games, and PARTICIPaction. A host of new sports organizations have been created such as Hockey Canada, the Coaching Association of Canada, Canadian Athletic Therapists Association, and the Canadian Association of Sports Sciences. The result of all this involvement and activity at so many different levels in both the public and private sectors in the evolution of a sports delivery system in Canada has been described as both ". . . extremely complicated and diverse . . . ." (Baka, 1978:1) and ". . . very complex and confusing . . . ." (Taylor, 1975:5).

The establishment of the concept of provincial sports collectives seems to have rapidly captured the imaginations and support of sports leaders from coast to coast in Canada. The British Columbia Sports Federation was the first created, incorporating in 1965, and Saskatchewan was the last of the ten provinces to establish a sports federation with the incorporation of Sask Sport in 1972. And during these past several years the growth in the operations of these federations has been acknowledged as extensive (supra. p.

A review of the literature shows that considerable attention has been focused on the Canadian sports system essentially during the 1970's and primarily on various specific aspects of the national scene. Prompted by the findings and recommendations in the government's Report of the Task Force on Sports for Canadians (Rea et al., 1969) and the comprehensive but secret Report on Physical Recreation, Fitness and Amateur Sport in Canada (P. S. Ross Report, cited in Baka, 1978) the Honourable John Munro enunciated federal government involvement in his policy statements of 1970 and 1971. Several prominent studies address themselves to the role of the federal government in physical education, sport and fitness (Anderson, 1974; Bedecki, 1971; Broom, 1971; Galasso, 1972; Gear, 1973; Olafson, 1970; Sawula, 1977; Semotiuk, 1970; and West, 1973) while Cosentino (1973) and Lansley (1971) examine the concepts of amateurism and professionalism in Canada Sport. Others concern themselves with national programmes (Baka, 1975; Jackson, 1975; Kingston, 1977) while several studies analyze national sports organizations (Darling, 1976; Donlevy, 1975; Kurtzman, 1969; Mathews, 1974; Mitchelson, 1973; Moriarty, 1971; and Watkins, 1972) and, finally, Taylor (1975, 1976) summarizes the consternation of many who are concerned with the administration of sport with his call for some national unity in Canadian sport.

Yet, and throughout the literature, it becomes abundantly apparent that research just has not kept pace with the growth and development of the administration of sport at either the regional or provincial levels. Price (1977) analyzed the operation of a regional sports association, the South West Ontario Secondary Schools Association (SWOSSA), to ascertain whether or not formal objectives as set out by the Ministry of Education in 1960 were outdated in light of the contemporary practices in that association. She concluded that they were outdated and recommended that the organization would do well to update its official documentation. Chisholm (1977) provided us with an in-depth study of a provincial sports federation in her analysis of the internal communication structures of the Ontario Sports Administration Centre and Sport Ontario. Principle among several findings were: that key communicators or liaison personnel are to be found in each unit and in most vital roles in the organization; that a greater percentage of possible contacts within units than between units are employed; and that sex, previous experience, and office location are significant in forming channels of communication in the sport administration centre.

Broom (1971), in his study alluded to above, provided an in-depth comparative analysis of the central administrative agencies for sport and physical recreation in England and in Canada. Essentially, the study focused on those agencies which enjoy a national mandate, the Central Council for Physical Recreation (CCPR) and the Sports Council in England and the National Advisory Council, the Fitness and Amateur Sport Directorate, and the Canadian Amateur Sports Federation in Canada. In drawing a parallel between the two nations, Broom suggested that, since Canada's National Advisory Council and the Fitness and Amateur Sport Directorate had no regional associations, their counterpart in England's nine regional offices of their CCPR was accommodated within the operation of provincial sports federations. For the purposes of illustration, Broom provided an overview of the structure and function of the British Columbia Sports Federation and compared it with CCPR's regional organization in the County of Kent. Such structural components as operating mandate, terms of reference, organization, finances, personnel policies, facilities and such functions as coordination, advice and consultation, administrative services, promotion, publicity, and communications were analyzed. Broom acknowledged the major differences in the sport delivery systems between Canada (large in area, small population, strong decentralized political units) and England (small in area, large population, strong central government) within his several recommendations. Among other things, he advocated that all provinces be encouraged to establish sports federations and that federal-provincial agreements be reached through which "development officers" or technical directors be hired in the provinces, a national plan for the provision of multi-use recreational and competitive facilities be drawn up, and regional sports centres be developed.

A very extensive examination of the involvement in sport of provincial governments in Western Canada is provided by Baka (1978). This study traced the development of those governmental departments or divisions which have primary responsibility in sports and recreation during those years from the birth of the respective province up to 1977. From the early 1960's and on, there is little doubt but that these agencies of the public sector played a most significant role in the encouragement of the creation of provincial sports federations. However, once established, the nurturing for continued growth and development of these collectives was provided by governments in varying degrees across the West. Baka's study suggested that just as individualistic as are the four western provinces in terms of politics, topography, and economic base, so are they unique in terms of their philosophies towards public and private sector sharing in the sports and recreation delivery systems. However, this comprehensive and detailed historical account, essentially from a governmental perspective, makes but passing reference to both the successes and the problems the interfacing of governments and provincial sports federations experience as they rationalize their respective roles and responsibilities within their provincial sports systems.

Usher (1973) completed an extensive survey of Alberta sports organizations as part of the provincial government's review of its policies to amateur sport. The survey analyzed various elements in the organization and administration of amateur sports including administration, finance, resources and facilities, programming, relations with and use of the news media, research, special groups and Sport Alberta.

Whilst 24 of 28 respondents were members of Sport Alberta, the findings indicated a very serious credibility gap within the membership. "Generally, Sport Alberta does not fulfill the expectations of the provincial organizations . . ." (Usher, 1973:36). Of the 34 different recommendations made, only one made direct reference to Sport Alberta,

> That, in light of the existing attitude shown towards Sport Alberta by the responding provincial sports bodies, the executive of this federation should evaluate its raison d'etre and determine a future course of action. Further, the Executive Director of Sport Alberta should attempt to overcome the communication barrier that apparently exists between Sport Alberta and the sports bodies (Usher, 1973:54).

Usher's study acknowledged the problem of communication between and among the member sports governing bodies and with Sport Alberta. The implication is often made that persons involved in sports as different and as varied as are ice hockey and the three-day equestrian event or ringette and lawn bowling should have some natural affinity for communication. There is no evidence in the report that the larger label, "sportsperson" had any shared significance for participants in different sports governing bodies. Yet, if Sport Alberta, or any provincial federation, is to be a collective voice for provincial sport in its generic perspective, then the leaders of sports must address themselves to the important job of improving communications.

Of even greater import is the suggestion in the Usher report that Sport Alberta needed to re-evaluate its purposes and objectives. Usher made no attempt to analyze where Sport Alberta was failing in doing that which it was supposed to do nor in assessing why the membership felt the inadequacies in Sport Alberta were occurring. There was clear evidence that the government was very active in amateur sports in the province. Grants were made to 22 of the 28 respondents and these supported travel expenses, administration, hosting of championships, promotion, clinics, and developmental camps. No evidence was provided in the report for funding from Sport Alberta nor that government made any effort to coordinate its functions with Sport Alberta's. The question of whether or not the government was doing for the sports governing bodies that which was supposed to be done by Sport Alberta, or the possible reasons why this might be so, goes begging.

In December, 1973 the Commonwealth Sports Development Group was formed on the instructions of the Honourable Horst A. Schmidt, Minister of Culture, Youth and Recreation for the Province of Alberta. The Group filed its final report in April of 1974 (Commonwealth Sports Development Group, 1974). Essentially the Group was to concentrate its attention on the ten sports making up the programme of the Commonwealth Games, however, the purview of the research was expanded to accommodate the broader context of sports generally within Alberta.

The report suggested that the government should provide the leadership and create the best situation for more effective sports administration in three areas:

1. Sports governing bodies--assist in the areas of provision of professional personnel, offices in a central sports administration centre, and in programming.
2. The Alberta Games--establish an autonomous society solely responsible for the affairs of both winter and summer games.
3. Sport Alberta--act as the body responsible for the Alberta Games Society, maintain a sports Hall of Fame and provincial archives, provide a central sports administration centre, raise funds for all sports, and provide a host of services to provincial sports governing bodies (offices, secretarial assistance, printing, legal, medical, accounting, promotion, and library).

The Group presented a comprehensive overview and analysis of the Alberta scene and made some challenging recommendations for the Minister of Culture, Youth and Recreation to consider. One significant problem, however, embodied in the narrative is the failure to clearly delineate the degree of separation between the government, the sports governing bodies and the autonomous Sport Alberta.

In Summary

The literature pertaining to the administration of sports was reviewed. Major initiatives by the Government of Canada since the 1961 enactment of the Fitness and Amateur Sport Act have prompted many studies in the roles of both the federal government and the national sports governing bodies. However, the lack of any large body of literature researching the administrative aspects of sports on the regional or provincial level reinforced the need for this study.

The literature reviewed suggested that there has been abundant growth and development of provincial sports federations and that this phenomenon has continued, spreading across the nation. Yet, save for ancillary sections of other-directed studies, as in the Commonwealth Sports Study in Alberta, little effort was found to have been directed at any in-depth examinations of these provincial sports federations. This study was designed to contribute to an expanded knowledge base of this aspect of the Canadian sports system by directing research effort into the questions of what it is that the provincial sports federations actually do and how well do they do it.

CHAPTER III

METHODS AND PROCEDURES

The CIPP Evaluation Model

To be sure, most thinking people have praised and practiced evaluation throughout the ages of achievement of mankind, but the support given the notion has been largely vocal and the practice of it has been limited usually to individual exercise (Popham, 1975:1-2). The era of economic abundance recently experienced through the 1960's and early 1970's is generally noted as that period which promoted increased expenditures in every aspect of our highly organized society. But towards the end of the 1960's, and particularly in those two major drains on the public purse, government and education, pressures were felt for answers to questions of where was all the money going, what exactly was it buying, and was it being spent in the most effective way. The result of this pressure has been the relatively recent focus of attention on evaluative research in government and the academic community (Popham, 1975; Stufflebeam, Foley, Gephart, Guba, Hammond, Merriman, and Provus, 1971; Rossie and Williams, 1972; MacKay and Maguire, 1971). Further, these pressures have highlighted the values of evaluative research for enlightened decision-making within institutions and organizations.

The administrative task within an association or organization comprises a vast array of processes and operations for the manager. He/she must plan, organize, coordinate, handle personnel, budget, direct, and report. Yet at the basic, most fundamental level, he/she must make decisions: decisions on how best to achieve group concensus or decisions on how best to implement new planning; decisions made alone or decisions made in concert.

Evaluation is based on the provision of sound and practical information which enables the decision maker to judge the best of two or more decision alternatives. The actual evaluation process within that definition includes the delineation of what is being sought, the process of actually obtaining the data, and the procedure for providing this information to the decision maker. Evaluation activities directly influence decisions for change which influence activities which, in turn, are evaluated, and the cyclical process repeats unendingly.

Popham (1975:33) suggested that ". . . one of the best known of the decision-facilitation evaluation schemes is the CIPP Model . . . . CIPP is an acronym representing the four types of evaluation this model identifies, namely, context evaluation, input evaluation, process evaluation, and product evaluation." Although this model originated from the joint efforts of Daniel L. Stufflebeam and Egon Guba, the majority of recent writings refining the model emanated from the former and, thus, common usage gives him solitary credit. The model is most frequently and colloquially referenced as Stufflebeam's CIPP Model (Alkin, 1972; Duke, 1971; Popham, 1975; MacKay, 1972).

At the very basis of the CIPP evaluation scheme is the critical definition of evaluation as,

> the process of delineating, obtaining, and providing useful information for judging decision alternatives (Stufflebeam, et al, 1971:40).

The application in this study of the CIPP Evaluation Model, and most particularly, the operationalizing of those processes identified within this critical definition of evaluation, served to systematize data generation, analysis, and presentation. It was hoped that such a systematized methodological formula applied equally across all three provincial sports collectives would effectively screen out any personal bias of the investigator.

Context evaluation is, according to Stufflebeam, the most basic type of evaluation. It is broad and systematic and takes a macro-analytical view of the significant environment within which the provincial collectives operate. Context evaluation "sets the stage" focusing attention on a rationale for the collectives' goals and objectives. It details the organizations' past and present and, thus, helps to identify general problems and unmet needs; notes what has been tried before; and suggests what might be tried in the future.

By acting as the system's monitor it provides information on needed changes and on critical resources both available and wanting.

Context evaluation's methods are chiefly descriptive and comparative: its product serves essentially the planning type of decisions for the administrator.

The application of the Context evaluation in this study served to facilitate the description and, in addition, part of the analysis of the three provincial collectives. This evaluation type suggested the need for an in-depth study of the interaction of those social forces which prompted the federations being created and which affected their growth and development over the years. These data, offered in the form of a written history, provided a thorough understanding of the life of each federation within its respective environment.

Further, Context evaluation suggested the analysis of data sources to provide information about the direction each federation was going as stated in its official goals and as illustrated in its operative goals (i.e. its various programmes).

The second evaluation type presented in the CIPP Model, Input evaluation, provides the information for determining how best to organize and utilize what resources are available to meet programme goals. Essentially it must clearly state the capabilities of the administration, must ascertain what strategies for programme management are possible, and help decision-makers to select and design procedures deemed suitable for promoting attainment of programme goals.

Process evaluation comes into play after a programme is set up and operating. It is a process of monitoring to provide periodic feedback to decision-makers about how well their selected course of action is performing. It probes for defects that may occur in the implementation stages, provides information for ongoing decisions during the process, and maintains records of what actually occured during the implementation stages.

Process evaluation serves implementation and control types of decisions and takes on added importance when assessments are desired for either reaching or failing to reach stated goals.

The application in this study of these two types of evaluation served to facilitate the search and analysis of data in the provision of detailed information about the planning, resource allocation, and organization of those programmes each of the collectives offered their respective memberships. This information enabled the identification of relationships of those official goals to which the various programmes contributed.

Process evaluation suggested the need for analysis of data to provide information about the contemporary structures operative in each provincial federation.

The fourth evaluation type within the CIPP Model, Product evaluation, attempts to measure and interpret the results of the collectives' programmes both during and at the conclusion of their implementation. Such outcome information is related directly to operational definitions of goals or objectives, to standards which support contentions that goals have been reached, and to external criteria which determine whether or not desired outcomes are present. Comparisons are then possible between expectations and actual results.

Product evaluation serves recycling decisions by providing information to decision-makers who must decide whether to continue, terminate, modify, or refocus any programme.

The application of Product evaluation in this study provided information on how well each of the collectives did that which they were to do. Analyses of data and the results of a survey questionnaire administered to each provincial federation identified both the amount member sports bodies participated in programme offerings and their perceptions of successes these federations enjoyed in meeting their goals.

Finally, from the various data sources, key issues and problem areas confronting each of the federations were offered by the membership, as were their suggestions for several solutions to these problems.

In Figure 1 is represented the application of CIPP's four evaluation types in the operationalization of the major purposes of this present study.

Chapters IV to VII attend to and present the Context component of the CIPP Model. Specifically, Chapters IV, V,

CIPP MODEL	PURPOSES	"MORE SPECIFICALLY"	RESEARCH QUESTION
CONTEXT	TO DESCRIBE	How have collectives developed?	1. What is their history?
		What are their official goals?	2. What are the official goals? a) What are goals stated by constitution or by-laws, in statements by key executives and professional staffs, in annual reports.
		What are operative goals?	3. What are the operative goals? a) What are operative goals as stated by staffs and key executives, by selected sampling of members, and demonstrated in plans, programmes, and allocation of resources?
INPUT	TO ANALYZE		
PROCESS		What do collectives do?	4. What programmes and services are provided? a) To which goals do they contribute?
	TO	How are collectives structured?	5. What is the contemporary structure?
PRODUCT	EVALUATE SUCCESS TO	How well do collectives do that which they do?	6. How successful are collectives in meeting goals? a) What participation in programmes? b) Members perceptions of success?
	IDENTIFY KEY ISSUES & PROBLEMS	What are key issues and problem areas?	7. Key issues and problem areas? 8. Recommendations for improvement?

Figure 1. Operationalizing Major Purposes of Study

and VI provide a detailed history of each provincial sport federation in order to portray the environment within which each has evolved and currently operates. Chapter VII provides additional analyses of the goals of these federations.

The Input and Process components of the model are presented within detailed descriptions of federation programming and organizational structures. The Product component is presented fully within Chapter VIII in the analysis of the results of the survey questionnaires.

Procedures and Instrumentation

This study was conducted during the months of March, 1977 to March, 1978, although all possible preparatory library and document research were carried out before and follow-up visits were conducted after those dates in order to bring the materials up to date. Both written and personal contacts were made with Presidents and Executive Directors[2] of Sask Sport, Sport B.C., and Sport Alberta outlining the study and soliciting the support of the members of the elected Boards of Directors and their professional staffs. A five-week major data gathering trip was made into Saskatchewan during September and October of 1977, while a similar three and one-half week trip was made into British Columbia during November and December of that year. Data were gathered in Regina, Yorkton, and Saskatoon and in Vancouver, Victoria, and Revelstoke. Since this writer was a resident of Edmonton during this study, data concerning Sport Alberta were much more easily pursued and were gathered throughout the duration of the study. These data were collected in Edmonton, St. Albert, and Calgary.

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[2] Dick Teece and Tom Walker respectively in Sask Sport and Sport B.C. Because of significant internal conflict between the Board of Directors and the Managing Director of Sport Alberta, Ron Butlin, contacts with the professional staff of Sport Alberta was limited to Barbara Leggatt and, after July, 1977, her replacement, Doreen Bergman. These employees filled the role of secretary and office manager for Sport Alberta.

Data were obtained using the research techniques of document and record analysis, semi-directed interviews, and the administration of a questionnaire. These techniques were augmented by personal correspondence, direct observation, participation in seminars or special meetings of the collectives or their committees, and library research.

All available records of the business of the federations were gathered including minutes of general, special, committee, and executive meetings; annual and special project reports; enabling legislation, constitutions and bylaws, and acts of incorporation; and, publications and archives.

Semi-directed interviews (Crano and Brewer, 1973:171-174) were completed with available personnel from Boards of

Directors,[3] professional management personnel, a selected sample of the membership in the collectives, and selected spokespersons from "significant associates." From preliminary library research and from pointed questioning during interviews, a list of persons and contacts was developed--a list which provided for as broad a perspective of the sports federation as was felt possible, from those who were vigorously supportive to those who were cautiously pessimistic about the function of the federation within the provincial sport system. Such a breadth of interviewees was felt to be necessary in order to minimize this writer's analytical bias and, as well, to provide a cross-reference of the information gathered. An outline of the format employed in the interviews as well as a complete listing of those interviewed can be found in Appendix A.

Following recommended guidelines in questionnaire development (Babbie, 1973) a draft of the questionnaire used in each province was prepared. The questionnaires used were slightly different for each province, each being adapted to solicit responses about the unique and, in several ways, different organizations.[4] The questionnaire to evaluate

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[3] In Sask Sport, elected members sit on a body called a Board of Management, headed by a President (until the 1978 Annual General Meeting this senior position was Chairman).

[4] The literature suggested that the three federations were different in several aspects such as stated objectives, sources of funding, programmes and services provided to their members. Such differences were accommodated within the three questionnaires.

Sport Alberta was developed first followed by the one for Sask Sport and, then, the one for Sport B.C. Responses to the Sport Alberta questionnaire which suggested ambiguities or misunderstandings were noted. Such perceived shortcomings were avoided by deletions, modifications, or additions within the Sask Sport questionnaire. And, as well, responses from both the Sport Alberta and Sask Sport questionnaires which suggested the need for improvements were incorporated within the Sport B.C. questionnaire. A final draft of each questionnaire was then subjected to scrutiny by a panel of four experts.

The questionnaires were designed to provide information about the responding member organization, information on the interface between the "parent" provincial collective and that member organization, and on the organizations' perceptions of the success of the provincial federation in meeting its stated goals. In addition, the membership was asked to identify major problems and key issues which confront their federation and to offer possible solutions to those problems. A sample copy of each questionnaire is included in Appendix B.

The self-administered questionnaires, together with a covering letter and self-addressed, stamped envelope, were mailed to the chief executive officer of each of the member organizations in each federation. Three weeks later a follow-up letter and a second copy of the questionnaire were mailed to each organization which had failed to respond.

Treatment of the Data

The responses to the three questionnaires were subjected to descriptive analysis (primarily frequencies, percentages, and measures of central tendency). All interviews were recorded and, later transcribed. Content analysis was used to interpret these interviews as well as all documents and records. This descriptive research analysis was carried out within the framework of the CIPP Evaluation Model.

CHAPTER IV

SPORT B.C.

The creation, growth, and development of Sport B.C. and its precursor, the British Columbia Sports Federation (BCSF) can be attributed to the efforts and foresight of both professionals within the government's own civil service and the professionalism of an abundance of dedicated and enthusiastic leaders in amateur sport. Having no models upon which to pattern itself, the British Columbia Sports Federation grew slowly and steadily from being little more than the government's sounding board and delivery mechanism in matters of amateur sport to an organization extensive in its scope, independent in its operation and, sometimes, an aggravation to the very government bureaucracy which helped to spawn it.

The Formative Years 1962-1965

British Columbia was the first province to organize to take advantage of the benefits contained in the federal government's Bill C-131, An Act to Encourage Fitness and Amateur Sport (F and AS Act) passed in September of 1961. The mandate for maximizing benefits within the terms of the federal-provincial cost-sharing programme fell to the Community Programmes Branch (CPB), at that time, a relatively small office almost buried in the morass of the vast Department of Education (Baka, 1978:54). The CPB, under the direction of Jim Panton, served as the government's agent within the programming dimension of community recreation. It carried out this function in the main in the sponsorship of leadership training workshops as a resource centre and through its several regional consultants who helped to provide guidance to communities in developing their local recreation commissions.

With the new government initiatives in fitness and amateur sport supported by funding largely from Bill C-131, CPB was reorganized in 1962-63. Two new "Assistant to the Director" positions were created: A.L. Cartier heading up Adult Education and Keith Maltman responsible for Fitness and Amateur Sport from his new office in Vancouver (Ibid.).

Maltman wasted little time in initiating efforts to coordinate dialogue among the various sports leaders from throughout the province. On February 9, 1963, the CPB organized a major provincial conference to which 200 delegates from more than 80 schools, recreation commissions, and provincial sports governing bodies gathered to learn about ongoing government programmes, about the potential for projects as a result of the newly-announced federal-provincial agreements, and to generally discuss major items of concern in fitness and amateur sport from a provincial and national perspective (Proceedings, Provincial Fitness and Amateur Sport Conference, Victoria: Community Programmes Branch, 1963).

Within smaller group discussions delegates were both able to vent their criticisms, opinions, and concerns, and able to provide a series of recommendations for improvements to the provincial sports and fitness delivery system. From government's point of view, these recommendations made the entire weekend a success: from the delegates perspective, the very opportunity for leaders in sport and fitness to come together to share common problems and concerns was praiseworthy (pp.46-47).

The second provincial conference on fitness and amateur sport was held more than one year later, on February 15, 1964, in New Westminster. Once again the conference was cosponsored by federal and provincial funding and by the assistance of the Parks and Recreation Committee of New Westminster. The organizing committee was Jim Panton and Keith Maltman and New Westminster's Recreation Director, Al Thiessen (Report, Sports and Fitness Conference, Victoria: Community Programmes Branch, 1964).

One hundred and nineteen delegates heard Dr. J. F. K. English, Deputy Minister of Education, acknowledge difficulties in the full implementation of the federal-provincial agreements under the 1961 National Fitness and Amateur Sport Act but suggested they seemed little more than ". . . synonymous with a venture which is provincial in organization and leadership but which is dependent very largely upon federal financial aid" (p.1).

Jim Panton pointed out that,

> Due to the short time available for submission of projects and lack of understanding on the

> part of some sports bodies, we were able to use only $14,000 of the $21,000 allocation for B.C. (p.3).

Panton did suggest that submissions for projects in 1963-64 costing more than $29,000 had already been submitted to the federal government and that the number one priority was the development of leadership activities. And he concluded his address with an appeal to all sports groups, an appeal that would be echoed over the next decade, ". . . to help us provide a service to you which will enrich your programs" (p.5).

The body of the conference interaction was given over to panel discussions of three selected topics, one of which was entitled, "Would a strong B.C. sports federation be a feasible step in the development of sports and fitness in B.C.?" Five of the six panelists were unreservedly supportive of the notion of viability of such a provincial collective. All conference delegates responded positively to the motion put by Luke Moyls and Cecil White,

> we recommend that the senior officers of the B.C. sports organizations get together to set up a B.C. sports federation with the initial objective of coordinating sports in B.C. for their mutual advantages and development (p.29).

A supplementary motion,

> That the organizational meeting of the sports federation be called within a three month period.

was moved by Burtin White and J. A. Willox and received delegates' support (Ibid.).

A steering committee charged ". . . to take action toward the organization of a B.C. Sports Federation" was then struck and included Dr. H. Warren, Dr. D. Whittle, A. W. Thiessen and, as an ex-officio member, K. K. Maltman (Ibid.).

One year later, on February 6, 1965, leaders from more than 40 sports governing bodies, 30 recreation commissions and 20 educational agencies gathered together in New Westminster in a third provincial conference (Report of the Sports and Fitness Conference and Inaugural Meeting of the B.C. Sports Federation, 1965). An expressed purpose of this conference was,

> To complete the organization of a B.C. Sports Federation, the organizational process of which was set in motion a year ago at a similar conference (Foreward).

In his opening report and remarks, Jim Panton, Director of CPB, paid tribute to the considerable effort of the expanded steering committee preparatory to this inaugural meeting (p.3). He noted the addition to the committee of Luke Moyls as Chairman, Frank Bain, Richard C. Ellis, George Elliott, Les Heron, Ed Stubbs, Cecil White and acknowledged the ". . . prodigious amount of work Mr. Maltman has done on behalf of this group" (Ibid.).

Delegates received, debated, revised and, finally, approved a Constitution for the new B.C. Sports Federation and, in addition, unanimously accepted a proposed slate of six who would act as the collective's first Board of Directors (p.6). These included Richard C. Ellis and

Luke Moyls for three-year terms, Doug Whittle and George Elliott for two-year terms, and Frank Bain and W. Willox for a one-year term.

Canada's first provincial federation for amateur sports governing bodies was a reality.

Organization Development 1962-1969

The new board of the new federation had little specific direction as to what the membership wanted it to do for their benefit. Only Jim Panton of the government's CPB identified roles that the new federation might play in the provincial delivery system. These included coordination of available resources for sport, a lobby function with government, education in leadership clinics, communication among and between various sports groups, and the general promotion of amateur sports (Ibid.,pp.3-4). Yet the delegates left the inaugural meeting infused with enthusiasm and confidence in their new federation and its future.

Unfortunately it proved to be a much more difficult matter to translate delegate enthusiasm into real support in the form of memberships in the federation. At the first annual meeting of the B.C. Sports Federation held on May 7, 1966, the membership rolls included but 26 full members and 15 in the associate member category (Minutes, Annual General Meeting, May, 1966).

Nevertheless, the federation's first Chairman, Richard Ellis was able to report some progress in ". . . preparing a proper base to work from" (p.1). He noted that, thanks to the concerted efforts of Jim Panton and Keith Maltman and the federal government's Roger Dion, they had established an office jointly with the British Columbia Recreation Association (BCRA) and had hired a permanent Executive Secretary, Laird McCallum (Ibid.; Moyls, 1977).

As is the case with any newly-organized group, the attention of the board of directors was focused on two basic issues; the development of credibility in the eyes of the membership and the acquisition of a financial base which could sustain the federation (Moyls, 1977; Panton, 1977). The board reported at the 1966 annual meeting that they had been asked by government to coordinate the province's entry into the first Canada Winter Games slated for Quebec City in February of 1967 (Minutes, Annual General Meeting, 1966:1). In addition, a committee of L. Kotzen, K. Maltman, Denny Veitch, E. Morel, and Laird McCallum had been appointed by the Board to study the feasibility of an official publication for the federation (p.9). They recommended that a journal be published quarterly under the expertise of a three-member management board. They felt such a journal would act as the agent sorely needed to sell the federation throughout the province and would make a profit modest enough to be self-sustaining.

A financial report of the operations of the first year of the joint office showed that some $7,680 of a total revenue to the federation of $9,229 came from government administrative grants (p.8) and this did lend considerable support to the chairman's appeal to the membership for caution in developing an attitude of dependence on government for the major portion of the federation's funding.

At this first annual meeting, the membership gave its blessing to a recommendation to increase the size of the board of directors to nine persons. A slate of candidates presented to the delegates was accepted:

a) for 3 years: Frank Bain, Bob Hindmarch, Ed Morel
b) for 2 years: Don Winslade (joining Dick Ellis and Luke Moyls)
c) for 1 year: Eileen Gibson (joining Doug Whittle and George Elliott)

The 42 delegates to the federation's third annual general meeting held in Vancouver, June 3, 1967, were able to more fully appreciate the need for an expanded board of directors, if not in terms of financial successes, certainly in terms of programming efforts made on their behalf. The central office of the federation had undergone a change; Jack Brauckmann had replaced Laird McCallum as Executive Director and Ms. Leslie Dickinson had been hired as Secretary (Minutes, Annual General Meeting, 1967). The federation had successfully conducted itself in coordinating the province's entry in the Canada Games and, thanks to government funds, the B.C. Sport News had ". . . taken great strides" in providing an inter-agency communications vehicle in sport (p.10). Delegates voiced their support in the publication of this journal by setting up an editorial board of Luke Moyls, Kathy Shtykoff, Sid Mann, and Keith Maltman.

Several individual board members figured prominently in these early programme initiatives, none more than F. D. "Luke" Moyls. Moyls reported on possibilities of utilizing year-end reserves from "prosperous" sports bodies to launch promotional campaigns that would benefit all sports. In his role as Past President of the B.C. Amateur Basketball Association, Moyls presented a proposal which called for a provincial sports training centre not only for basketball but one that could accommodate all sports and all aspects of sports management. He was encouraged by the delegates assembled in motions to continue pursuit of these program ideas (p.4).

The 1966-67 board had also been directed by the membership to meet with other provincial agencies which worked in the fields of recreation, physical education, and sports with a view to coordinating efforts in order to avoid duplication of effort. Delegates were informed by their chairman that two continuing committees had been struck. One committee was made up of representatives from the Physical Education Council, British Columbia Recreation Association (BCRA), and BCSF and dealt with matters of mutual interest in school sport. The other committee was made up of representatives from BCRA, the federation and the British Columbia Amateur Sports Council.[5]

> This committee was permitted to sit in on grant allocation meetings pertaining to the federal-provincial fitness and amateur sports projects. The purpose . . . was to acquaint these bodies with grant procedure and to encourage them to provide suggestions and guidance to the Branch (CPB) concerning the use of the conditional grant funds . . . (Baka, 1978:59).

In 1963 the Vancouver Junior Chamber of Commerce had initiated the Athlete of the Year Award programme. This programme paid tribute to those individual athletes, male and female, in senior and junior classifications, who excelled in their sport and who had brought renown to the province on the national and/or international level. During 1967, the executive director, Jack Brauchmann, was instrumental in engineering an agreement that made the sponsorship of this awards programme a joint venture between the Junior Chamber and the federation (Moyls, 1977, 1980). The programme was to endure and become one of the collective's most prominent modes of publicity and recognition throughout the province.

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[5] The Physical Education Council was the professional association of physical education teachers within the province and, through its membership, it served as a major influence on both school athletics programmes and in the totality of the sports delivery system in British Columbia. The British Columbia Amateur Sports Council was a smaller group of sports leaders formed principally to raise funds to encourage the development of those sports usually included on the programme of Pan-American, British Empire, and Olympic Games. It continues to exist today but, due to the significant roles now performed by governments, both federal and provincial, and by the Canadian Olympic Association, its impact is substantially reduced.

At this third annual general meeting little progress in regards to the establishment of any substantial financial base for operations of the federation was reported. Keith Maltman presented for debate an extensive study of financing of sport federations. It echoed the concerns expressed by Jim Panton at earlier meetings that the government was seeking ways to best manage federal-provincial funds for sport and that,

> all concerned should keep in mind that your main aim should be to finance yourselves with some support from government (Minutes, Annual General Meeting, 1967:9).

Yet delegates were in no way critical of their board and expressed this confidence in reelecting incumbents Doug Whittle, George Elliott and Eileen Gibson for three-year terms (p.3).

Throughout 1967-68 the membership of the federation continued to focus attention on matters financial and on its own role in British Columbia sport at regular dinner meetings held throughout the year. On October 19, 1967, Bob Hindmarch, newly-elected President, suggested the collective ought to have four major roles: to be the voice of amateur sport to government; to be a centre for sports research and a sports library; to begin efforts to acquire a provincial sports training centre; and to act to facilitate communications among members and between them and the federation (Notes, Dinner Meeting, October 19, 1967:1). That there was a need to address the matter of funding from the operation of the federation was regularly acknowledged, but members' fees and continued government grants were the only revenue sources identified. For many it was a frustrating situation (Moyls, 1977; Pynn, 1977).

At the 1967 annual general meeting, delegates had been provided with a proposal for a policy statement which would serve to guide the new federation in determining and fulfilling its mandate in sport in British Columbia. On November 1 of that year, the board formally adopted a revised statement, one that would serve ". . . in the guidance of its member bodies" (Policy Statement, BCSF, November 1, 1967:1). Principle among its 21 statements were the following:

1. The federation could conduct fund-raising programs as long as they did not duplicate schemes of member bodies.
2. The federation would set standards for, act as a resource centre for, and lobby for facilities throughout the province.
3. The federation would act as the organizing body for British Columbia's participation in Canadian Winter and Summer Games.
4. The federation would serve as the voice of sport in presenting briefs to all levels of government.
5. The federation would provide secretarial and administrative services for member organizations at lowest possible costs.

These policies would serve to provide direction to future board of directors for the greater part of the next decade in the sport federation's life.

Delegates to the third annual general meeting of the federation held at the Faculty Club on the campus of the University of British Columbia on June 11, 1968, were informed that Jack Braukmann had, due to the pressures of his successful business, been forced to resign. President Hindmarch then introduced Max Gordon as the new Executive Director (Minutes, Annual General Meeting, 1968:1). However, Mr. Gordon was never to serve the federation, for one week later he was to receive a more attractive appointment and immediately withdrew from the collective. At the first board meeting in the "new year," John Zahara, a recreation consultant in the field for the Community Programs Branch was selected as the federation's fourth Executive Director (Moyls, 1977, 1980).

Luke Moyls, the federation's editorial board chairman, reported that the magazine, B.C. Sports News, had failed and was to be replaced by a more modest monthly newsletter from the executive director's office (p.3). The financial statement of the Joint BCSF-BCRA office clearly showed that little breakthrough had been achieved in terms of acquiring sources of federation funding other than the provincial government as $19,500 of a total budgeted revenue of $20,980 was from that public purse.

Yet, at this third annual meeting, some successes were underscored. Dr. George Elliott filed a report on a successful multi-sport seminar sponsored by the federation. He reported that sports were pleased with the opportunity to identify common problems and solutions and welcomed future seminars. Delegates to the annual meeting supported the suggestion by appointing a sports seminar committee of Ed Nicholson, Rod Bell, Maurice Tanchak, Max Gordon, and Tom Curtis (p.4). Delegates were informed that the provincial government continued to show confidence by asking the federation to once again take on the responsibility of organizing the B.C. team, this time to participate in the 1969 Canada Summer Games in Halifax. They gave their support to a motion that the province bid on hosting the 1971 Canada Winter Games; to the suggestion that the federation begin to encourage the process of Incorporation under the Societies Act, and give approval to the purchase of a small printing press. Finally, the meeting adjourned after the election of incumbents Luke Moyls and George Elliott and newcomer Vic Lindal to three-year terms on the federation's board of directors.

Sports Holiday Draw

In November of 1967 the board of directors had endorsed a list of some 21 policies, one of which encouraged the federation to raise funds in a manner that did not interfere with member organizations' own fund-raising schemes (supra, p.45). There were even some sports leaders who believed that the federation ought to develop some coordinated programme which would provide direct financial benefits for all of the member organizations (Moyls, 1977; Panton, 1977).

In the fall of 1968 and with that predisposition, the board enthusiastically supported the presentation made to them by Wallace P. Henderson of the B.C. Lacrosse Association to launch a major lottery and named it the Sports Holiday Draw (Moyls, 1981). Henderson was named Chairman of the programme and was successful in negotiations with CP Air for annual corporate support of the federation in the form of two free passes to either Hawaii or Mexico City. The winner also received $1,000 in "spending money" from the administration of the lottery.

Tickets on the lottery draw were printed by the sports federation and distributed throughout the province via the vast network of clubs and teams in both community and school sports. Of particular appeal to ticket sellers was the fact that they retained for their club or team seventy cents on every $1.00 of sales. The remaining 30 per cent of monies generated was returned to the sports federation and met the costs of ticket printing, administration, prizes, and promotion of the lottery. Any profit stayed with the federation as revenue generated (B.C. Sports Federation, Newsletter, March, 1969; B.C. Sports Federation, B.C. Sports and Recreation, August-September, 1970)

In its third year of operation the prizes in the Draw were increased. A "second prize" of a trip for two to Miami Beach plus $300 cash and a "third prize" of $200 cash were instituted for the 1971 drawing (B.C. Sports Federation, B.C. Sports and Recreation, November-December, 1970.

In 1974 the prizes in the lottery were once again increased. First prize became $5,000 cash or a trip for two to "anywhere in CP Air's world" plus $1,000 cash; there were four second prizes of $1,000; and there were ten $100 prizes to the organizations selling the most tickets (B.C. Sports Federation, Newsletter, April, 1974).

The Sports Holiday Draw enjoyed immediate successes as its gross ticket sales climbed rapidly from a modest $11,000 in 1969 to $56,000 in 1972 and to their highest level in 1973 of $114,000 (Minutes, Annual General Meeting, June, 1973). This meant that direct sales commissions returned to sports clubs and teams ranged from $7,700 in 1969 to $39,200 in 1972 and to $68,400 in 1973.

In 1972 the British Columbia Federation of School Athletic Associations started its own lottery. The pressures that this new programme brought on the Sports Holiday Draw were immediate and significant (Steen, 1977; Moyls, 1977). The two lotteries were heavily dependent on the door-to-door salesmanship of school-aged children. A negotiated settlement was reached: the high school federation lottery would operate in the fall; the sports federation lottery would operate in the first three months of each new year (Minutes, Semi-Annual Meeting, November, 1972).

To counter any negative impact of this development, the sports collective announced early in 1973 their successful negotiations which gave total distribution rights for ticket sales of the Sports Holiday Draw to the vast communications network of the British Columbia Recreation Association (B.C. Sports Federation, Newsletter, April, 1973). With this agreement, returns to the selling agencies were reduced to 60 per cent of sales while 10 per cent was given over to the BCRA and the remaining 30 per cent stayed with the sports federation to meet programme administrative costs as before.

The permanency of the Sports Holiday Draw was limited when the governments of the four western Canadian provinces embarked on their own lottery programme in 1973. By that time lotteries in Ontario, Quebec, and Manitoba were operating on a massive scale and the western governments acted, in the main, to bring some order and public control to the big business of lotteries (Panton, 1977; Pynn, 1977; Ahrens, 1977).

> The four western provinces . . . formed a cooperative lottery under the name of the Western Canada Lottery Foundation to eliminate the proliferation of lotteries and to manage the financial returns to the provinces and agencies selling the tickets (Baka, 1978:118).

In the seven years of its operation, the Sports Holiday Draw was never a "big money maker" for the sports federation (Pynn, 1977; Thompson, 1977). The Statement of Profit and Loss presented at the 1969 annual general meeting showed no revenue at all being generated by the Draw against an administrative expense item of $218. Income from the Draw rose to $4,248 in 1971 and reached a high of only $10,974 in its peak year of 1973 (Minutes, Annual General Meeting, June, 1973). Revenues dropped in 1974 to $6,400 and a loss of the Sports Holiday Draw was noted in the minutes of the annual meeting in 1975.

In 1976 the provincial government refused to renew the operating license for the Sports Holiday Draw and this forced the federation to redirect its lottery efforts into the programme of the Western Canada Lottery operated by the Social Credit Government (Reports, Annual General Meeting, June, 1976).

Festival of Sports - Fitness Fund 1969-1973

Hindmarch Influence

In April of 1969, the provincial government announced initiatives in two different areas which were to have profound effects on the entire sports scene generally and on the sports federation in particular. A November, 1968, federation announcement (B.C. Sports Federation, Newsletter, 1968:4) that Premier W. A. C. Bennett's government had set aside $5,000,000 as a perpetual fund, the interest from which was to be used in the promotion of sport was welcomed (Hindmarch, 1977; Moyls, 1977). When finally translated into legislation on April 2, 1969, the Physical Fitness and Amateur Sport Fund (PF and AS Fund) was created and the principal in it was, in fact, $10,000,000 (Baka, 1978:80; Panton, 1977; Pynn, 1977). Although the responsibility for the fund came under the jurisdiction of the Attorney

General, Les Peterson, the Director of the Community Programs Branch, Jim Panton, was appointed Secretary of the fund and he administered the allocations of grants from his offices in Victoria (Hindmarch, 1977). In the first year of the operation of the fund $316,752 was allocated throughout the province (Baka, 1978:81). In later years the B.C. Sports Federation came to depend heavily on receipt of operating grants from the PF and AS Fund. Table 1 provides the amounts of grants the federation received from the Fund between 1969 and 1978.

Table 1

Grants to B.C. Sports Federation (Sport B.C.) from Physical Fitness and Amateur Sport Fund 1969 to 1978

Year	Amount	Year	Amount
1969	$ 67,700	1974	$125,000
1970	125,000	1975	124,000
1971	180,000	1976	140,000
1972	170,000	1977	136,750
1973	150,000	1978	299,054[6]

Source: Unpublished Recreation and Fitness Branch document provided by Acting Director, G. Pynn, 1978.

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[6] $162,354 was provided as funding for the startup and management of the new Administrative Centre for Sports, Recreation and Fitness at 1200 Hornby Street.

The second government initiative to influence the life of the federation was the Festival of Sports programme of the Department of Travel Industry (Hindmarch, 1977; Pynn, 1977). This department's objective was to both encourage amateur sports and to motivate tourists to travel throughout the province--particularly at a time of year when they would normally remain at home. All sports and all communities were encouraged to sponsor provincial and/or regional championships as well as local competitions and any special sporting event for all levels of skill and varied interest--and all during the two to three week period designated for the Festival of Sports (Baka, 1978; Broom, 1977; Hindmarch, 1977).

The sports federation played a prominent role in the organization and administration of this annual event. Two men, Don Benson and Frank Bain (one of the "founding fathers" of the federation) (supra, p.38) were hired as Field Directors for the Festival and the Sports Federation. Technically they were hired by the office of the Minister responsible for the Department of Travel Industry, yet they worked out of the sports federation offices and were considered as staff of that body (Hindmarch, 1977; Bain, 1977). Their function was to travel throughout the province to encourage programming ideas, to assist and advise communities and sports when necessary, and to coordinate the entire complex schedule of the Festival (Bain, 1977).

Even as a very youthful organization the B.C. Sports

Federation wielded considerable influence on the political decisions in sport in the province. The strength of this lobby was not always formal and structured within board programmes or decisions but, more often, was the result of the influence rendered by the individuals who made up the board of directors. One of the most successful and influential lobbyists for the federation was its President during this era, Bob Hindmarch (Baka, 1978:79; Moyls, 1977; Bain, 1977).

The Social Credit Government had accumulated surplus revenues and sought politically expedient means to return these funds to the province (Baka, 1978:80). In the several opportunities for discourse between the Attorney-General, Les Peterson, and President Hindmarch, the notion of a perpetual trust fund--a notion which had been taking shape almost throughout the life of the federal-provincial cost-sharing agreements (Baka, 1978:80-81)--was discussed and eventually, accepted by government (Hindmarch, 1977). Whilst the resulting PF and AS Fund was administered by the Director of the Community Program Branch, Jim Panton, it was Hindmarch who was asked to chair the Advisory Council which received and passed judgment on applications for grant allocations.

Dr. Hindmarch enjoyed credibility as a leader in amateur sport in British Columbia. Besides his prominence as the head hockey coach of the very successful University of British Columbia Thunderbirds, he had been Vice-President of the prestigious committee which attempted to win the Vancouver-Garibaldi bid to host the 1972 Olympic Winter Games. In this role he worked closely with the committee's Assistant Manager, Buzz Walker. Mr. Walker was a professional in the field of public relations with the firm of Foster and Associates Limited.

It was Mr. Walker's firm that the government's Department of Travel Industry had commissioned to do an in-depth study for a province-wide event ". . . that would be conducive to increasing in-province activity and travel and tourism generally" (B.C. Sports Federation, Newsletter, March, 1969:6). Walker and Hindmarch collaborated to present a brief to government that helped to convince them to change the focus of what originally had been planned as a provincial festival of band concerts and jamborees to a festival which utilized the pervasive public acceptance of sport as the motivator for increased tourist travel (Ibid,; Hindmarch, 1977; Baka, 1978:79).

Since June of the previous year, the federation had encouraged more formal structure in the organizations that made up its membership. It called on all provincial sports governing bodies to consider Incorporation under the Societies Act. At its fourth annual general meeting held on June 21, 1969 in the Pacific Press Building in Vancouver, President Bob Hindmarch announced that Letters of Incorporation for the British Columbia Sports Federation had been effected on May 27, 1969 (Minutes, Annual General Meeting, 1969:1).

The operating budget of the joint sports federation and B.C. Recreation Association office continued to show an expansion during 1968-69 yet, as before, the vast bulk of the revenues ($38,700 of $43,624) had come from government grants (BCSF and BCRA Statement of Profit and Loss, March 21, 1969).

Once again discussion at the annual meeting centered around the expressed need for some kind of sports complex. This time a motion formalized a directive to the board to establish a committee to look into the feasibility of establishing such a centre (Minutes, Annual General Meeting, 1969:6) and it received support of the delegates assembled.

The most important decision reached at that June, 1969 meeting was one to endorse a suggestion that the membership of the board of directors of the federation be raised from nine to twelve persons.

> It was felt, in the general discussion that followed, that this would increase the involvement by various sports groups and would serve to lessen the work load of the present Board (p.3).

In the ensuing voting, Lionel Pugh, Frank Bain, Ed Morel, and Don Benson were elected for three years; Irene MacDonald was elected for two years; and Don Winslade was elected for one year.

Ever since the founding of the federation there had been considerable concern both to improve communications within the vast sports delivery system and to keep the general public better informed of events and accomplishments of B.C. teams and athletes. One of the federation's first programming initiatives, under the guidance of a three-person editorial board, was to publish quarterly a sports journal. However, the resultant B.C. Sports News had failed after a very short life. A succeeding effort to rely on less formal newsletters prepared monthly by the Executive Director had not adequately served to replace the "News." Finally, a non-profit society was formed, entitled the B.C. Sports Media Society and, in cooperation with both the B.C. Sports Federation, BCRA, and the Community Programs Branch initiated a new sports magazine, B.C. Sports and Recreation. The editorial board for the new publication was headed up by George Reamsbottom, erstwhile writer for the editorial pages of the Vancouver Times and the Victoria Times, (B.C. Sports and Recreation, October, 1969). This venture was of a very high quality and proved abundantly successful (Moyls, 1977; Reamsbottom, 1981) and continued to be published as the official voice of the sports federation until the spring of 1972 when it ceased operation due to the federation's financial difficulties created by the infamous Centennial Coin scandal (infra, pp. 67-71).

Ever since its inception in 1965, the efforts of the collective had been focused on two major problems. The first was the dulling search for credibility, some imaginative and politically distinctive project that would, in the eyes of the membership and the general public, quickly and easily identify the importance of the federation. The second was on the persistent frustration of generating some secure source of funding which would provide the luxury of total freedom to launch programmes without nearly total dependence on government grants.

The Sports Holiday Draw seemed to suggest that, at last, some progress was being made in developing secure and abundant finances. But, in that early spring of 1970, it was the excitement being generated by the upcoming first Festival of Sports that raised the image of the sports federation, albeit on the coattails, so to speak, of this government programme. Throughout, the sports federation figured prominently in the Festival. Figure 2, Organization of the British Columbia Festival of Sports, shows the "fit" of the federation--particularly with its President, Bob Hindmarch, in a position of importance on the Steering Committee.

The organizing and coordinating efforts of Field Directors, Frank Bain and Don Benson, had begun in the fall of 1969. More than 75,000 man/miles of travel were completed throughout the entire province to help communities to form festival committees and encourage them to promote established sport events, local pageants, novelty sports events, and ethnic sports events. Yet the full weight of the massive publicity campaign made possible within the sizable budget of the Festival was not launched until January of 1970 (Moyls, 1977; Hindmarch, 1977). Posters, colouring books

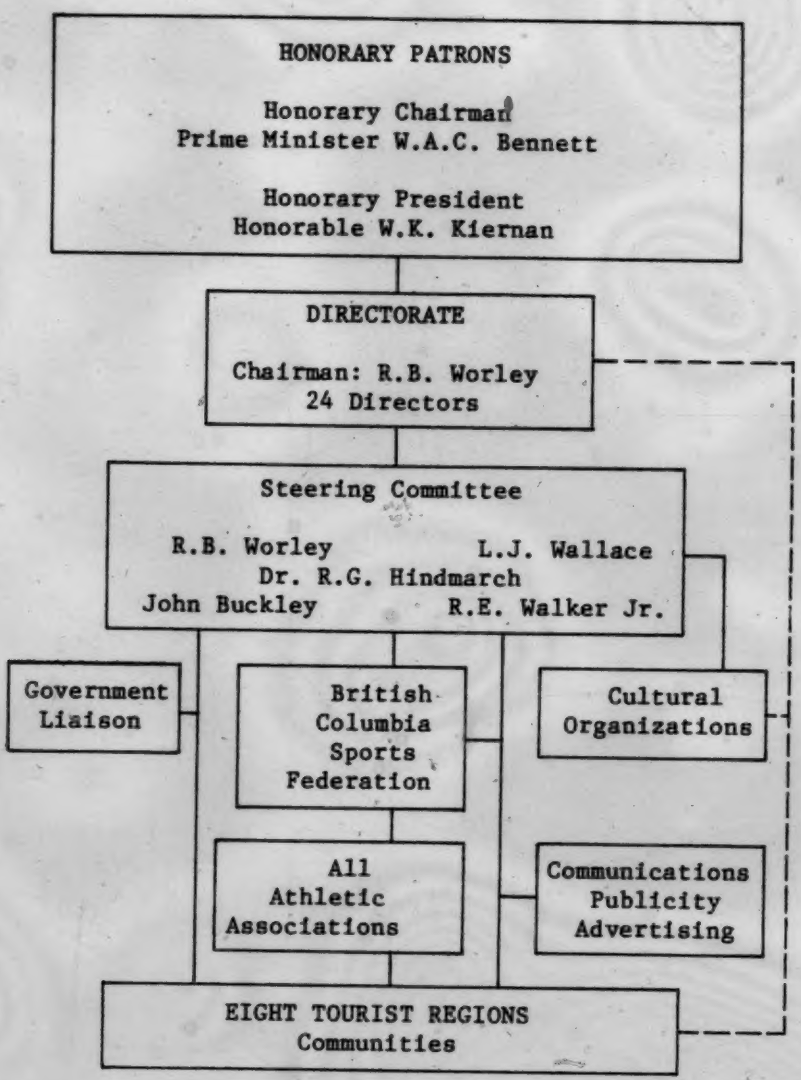
HONORARY PATRONS
Honorary Chairman
Prime Minister W.A.C. Bennett
Honorary President
Honorable W.K. Kiernan
DIRECTORATE
Chairman: R.B. Worley
24 Directors
Steering Committee
R.B. Worley
L.J. Wallace
Dr. R.G. Hindmarch
John Buckley
R.E. Walker Jr.
Government Liaison
British Columbia Sports Federation
Cultural Organizations
All Athletic Associations
Communications Publicity Advertising
EIGHT TOURIST REGIONS
Communities

Figure 2. Organization of the British Columbia Festival of Sports

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Source: Second Annual B.C. Festival of Sports, May 20-June 7, 1971.

for children, newspaper and magazine advertisements (including expensive full colour ads in the prestigious Life, Look, Sports Illustrated, and Sunset magazines), television and radio commercials were prepared, and "Schedule of Events" folders were mass produced (Annual Report of the Department of Travel Industry, Festival of Sports Report, 1970:130).

Coordinating this voluminous quantity of information for the print and broadcast media was COMNET, the British Columbia Festival of Sports Communications Network, chaired by Brian Pound. COMNET was technically an independent operation, yet, with its offices on the top floor of the building which housed the sports federation, it did work very closely with the collective. COMNET acted as the central clearing house for up-to-the-minute information on all Festival schedules and event results. Stories were prepared for distribution to all newspapers, radio and television stations, and distributed to Canadian Press, the national wire service. A host of Festival events were covered by COMNET writers/ reporters and by professional photographers from the Department of Travel Industry. The major success of the Communications Network was the presentation of three half-hour programmes in the CBC weekly series, "Sportscene" devoted entirely to the Festival and its events.

COMNET coordinated the official opening ceremonies on May 14, 1970, complete with an Olympic-like ceremonial lighting of the Games flame by Premier W. A. C. Bennett.

The annual meeting of 1970 held, once again, in the Pacific Press Building, was attended by 60 board members, guests, staff, government officials, and representatives of 35 member sports bodies (Minutes, Annual General Meeting, June, 1970). The meeting marked both the end of the decade and a beginning of the 1970's. In his report to the assembly, President Hindmarch noted the development of the federation over the years, when it evolved from an operation with but one secretary, a small office, only 15 member organizations, and was,

> faced with pressing financial and organizational problems. But perhaps our greatest problem was the need to bring amateur sports organizations throughout B.C. together in a spirit of unity and help them to work together through the sports federation (President's Report, Annual General Meeting, June, 1970:1).

He noted that the membership in the federation now numbered 56 provincial associations, that a newer, larger full-time office was available at 1200 West Broadway Avenue, that the executive director, John Zahara, and staff were ". . . able to offer extensive services to amateur sports groups." His report became an amalgam of purely federation initiatives, such as references to the Sports Holiday Draw, Athlete of the Year Awards, publication of the Sports and Recreation Magazine, and administrative seminars, and those initiatives which were more clearly the function of the provincial government. In this category were his references to Physical Fitness and Amateur Sport Fund (and his personal role as Vice-Chairman), the grants dispersed from the fund which totalled more than $740,000, the grants to sports teams travelling to Vancouver and Victoria for pick-up to go on to the Canada Games, and the recently successful Festival of Sports programme. Hindmarch ended his report suggesting that the number one issue facing the sport federation for the '70's was the acquisition of a centre for all B.C. amateur sports organizations. He noted that the federal authorities' George Derby Rehabilitation Centre, located on Burnaby Lake, could have become that centre providing negotiations when underway were successful.

Delegates elected four directors for three-year terms: Bob Hindmarch, Graham Budge, Dick Jack, and Shirley Rushton. Two others were elected for two-year terms: Don Winslade and George Elliott. At its first meeting in the new sports year, the board elected Dick Jack as the sports federation's third President.

During the early 1970's the board focused attention on the federation's capacity to provide the membership with administrative and technical services out of its downtown Vancouver office. For the second year in a row the federation received a $10,000 grant from government enabling it to provide low cost printing for brochures, minutes, posters, secretarial services, and mail handling. Its Public Relations Committee, under the direction of George Reamsbottom, was equipped with a dark room and photography equipment enabling the federation to offer the membership assistance with the preparation and distribution of press releases and photographs. And the newer, larger facilities were able to provide office space for several provincial bodies (Swimming, School Athletics, Skiing, BCRA, and Native Indian Sports Federation). In addition, members received assistance in preparation of briefs to the Physical Fitness and Amateur Sport Fund, bookkeeping, handling of correspondence, publicity and public relations, obtaining guest speakers, and day-to-day secretarial assistance.

Government grants were the mainstay in making these services possible. Financial statements of profit and loss for the year ending March 31, 1971, showed grants to the joint BCSF-BCRA office totalling $153,800. The joint federations were able to generate only $10,334 on their own fund-raising efforts ($4,248 on the Sports Holiday Draw, $2,635 in memberships in both associations, and $2,451 in revenue from the B.C. Sports Magazine) (B.C. Sports Federation, Report, 1971:20-21).

During the fall of 1970, the federation, in response to members' wishes expressed at the last annual meeting, undertook sponsorship of a series of seminars in sports administration. The seminars were designed to upgrade the capabilities of volunteers within the membership. Luke Moyls reported on a successful seminar on Communications presented by Lou Lefaive, a seminar on the Philosophy of Coaching presented by Dr. Thomas Tutko, and a night school course on Public Relations of which 20 member organizations took advantage. He added that plans were being laid to offer the seminars again in 1971 (Meeting Materials, Annual General Meeting, June, 1971).

In 1971, the Province celebrated another of its several Centennials.[7] The government announced the 1971 B.C. Centennial Games to be held early in the Centennial year. The Games involved all of those sports that were to be a part of the programme at the Canada Winter Games later in February of 1971. The Games were to be under the jurisdiction of the Centennial '71 Sports Sub-Committee but the sports federation was called upon to coordinate the several events (B.C. Sports and Recreation, November-December, 1970:25). Besides being a leadup for the Canada Games, the federation's staff saw these provincial winter games as a potential forerunner to a "Winter Carnival of Sports" to complement the existing Festival of Sports package.

The Athlete of the Year Awards programme took on a special Centennial flavour in 1971. The federation decided to make the awards the "Athlete of the First Century Award" and, for the first time ever, opened the selection process to the entire province. More than 50 provincial newspapers carried information about the awards and blank ballots that anyone and everyone could send in supporting their favorite. The federation received extensive publicity for the programme (Moyls, 1977). The people of British Columbia voted Nancy Greene Raines as Female Athlete of the First Century, Harry Jerome as the Male Athlete of the First Century, and the Victoria Dominos, five times Canadian basketball champions, as the team of the First Century (B.C. Sports Federation, Report, June, 1971:6).

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[7] The Province of British Columbia celebrated four major centennials in 1958, 1966, 1967, and 1971 respectively: B.C. becoming a colony; the union of the colonies of Vancouver Island and the mainland; Canada's Confederation; and B.C.'s entry into Confederation. Participation in sports was a large portion of each celebration. For a complete discussion of the government's role in these sporting initiatives see Baka, 1978:57, 75-78).

In large measure due to the success of the first Festival of Sports and as a Centennial project for 1971, Premier Bennett announced the expansion of the Festival programme to include Winter as well as Summer Festivals (Ibid. p.10). The Premier called upon the directors of the Festival, together with the sports federation, to create the event accommodating winter sports oriented communities and their programmes. Although winter festivals would normally be held in February or March of each year, in order to "wrap up" the Centennial year programme, the first Winter Festival was scheduled for December 1-12, 1971 (Bain, 1977; Hindmarch, 1977). Thereafter, summer and winter festivals were held annually until the programme was terminated in 1975.

Centennial Coin Scandal

Delegates to a special semi-annual meeting of the sports federation were to discover, to their chagrin, that not all of the festivities of the Centennial year had been pleasant. Dick Jack outlined for everyone two very serious problems encountered by the federation: one, dealt with a souvenir coin scheme; the other, with mismanagement of funds by the executive director. The coin scheme cost the federation more than $30,000 in cash plus untold amounts of bad publicity (Bain, 1977: Hindmarch, 1977). The mismanagement of funds cost the federation less than $2,000 (which was, eventually, paid back), but cost the executive director his job (Minutes, Semi-Annual Meeting, February, 1972).

Early in 1971, a man alleging to be a representative of Canemco Manufacturing (1968) Limited, an Edmonton-based firm which manufactured commemorative coins, convinced the board of the sports federation to participate in a British Columbia Festival of Sport Souvenir Coin programme. The programme was the manufacture and circulation of souvenir coins which, during the limited time of the Festival of Sports, could be used as legal tender with shops and businesses willing to participate in the programme. Quantities of coins were sold to these businesses and they, in turn, sold them to customers and/or used them in their regular transactions. People could, throughout the programme, rest assured that the coins would be treated as legal tender.

At the termination of the Festival, people who so wished, could redeem their coins at any participating dealer for Canadian dollars. The shopkeepers, in turn, were able to redeem all of their gathered coins at the sports federation offices. The financial advantage to the sponsors of the scheme rested with the anticipated thousands of coins that would be purchased as souvenirs to be kept or coins that would be lost before being redeemed. The board of directors were assured that, with their 50 per cent share in the net profits as per their agreement, they stood to earn $50,000. The federation's principle check on the system rested with the executive director's office.

As the Festival of Sports ended in June of 1971, inquiries into the status of the coin programme, sales, revenues, and trust fund (created to handle the profits anticipated) yielded little information. The man from Canemco, with whom the board had negotiated, had left the company and had left the country. Some $57,000 had been transferred from the Trust Fund to Edmonton to meet administrative costs at that end.

Then the redeemed coins began to shower into the federation's office. The horror was that more coins were being returned than had been sold at the outset.

> We bought, for example, 5000 coins. But when we got them back there were 7000 coins. The promoter of this thing had slipped 2000 coins into the system, pocketed the money, and we lost on the 2000 coins. That was basically what happened (Hindmarch, 1977).

A deadline on when individuals could redeem coins at a particular shop or business had been well advertised with the programme, but there was no time deadline as to when the businesses had to complete their redemption of the coins with the sports federation (Bain, 1977). "They kept trickling in for almost a year" (Hindmarch, 1977).

The executive had endeavoured to determine how many "extra" coins had been slipped into the system but they were unsuccessful. Legal action against the Edmonton company was equally unsuccessful as it had been placed in "voluntary liquidation."

During the investigation of the coin situation ". . . a number of serious discrepancies in our cash position" was noted (Ibid.,p.5). Evidence suggested a mismanagement of funds but charges were never laid and on August 15, Frank Bain was appointed to replace the executive director.

Delegates to this special meeting, in a vote of confidence, endorsed the actions of their board (Ibid.,pp.7-8).

In the spring of 1972, the City of Vancouver again forced the sports federation to change the location of its offices. Fire Department officials had judged the operation of the printshop from the basement of the 1220 West Broadway site as inappropriate (Moyls, 1977). A larger facility was found at 1606 West Broadway, one which accommodated the sports federation and provided office space for several member sports bodies (Minutes, Annual General Meeting, June, 1972).

Several personnel changes were affected in the federation and reported to the seventh annual meeting. Frank Bain was formally installed as Executive Director and Robert Groulx replaced him as the new Manager of the Festival of Sports. The delegates elected four new members to the board in Ed Carlin, Peter Fassbender, Wallace Henderson, and Bob Randall. Delegates to the meeting were informed that this would be the last year of a joint office operation between the sports federation and BCRA as the government would, in future, be funding BCRA with its own grant. And, delegates were informed that the Public Relations Committee was renamed the Communications Committee, that it had dropped publication of the B.C. Sport and Recreation Magazine, and planned to provide members with more local information by way of monthly newsletters.

> We had just lost a bundle on the coin scandal and we couldn't afford to keep up with that fine magazine. We were in a bit of a financial bind (Moyls, 1977).

Government and Personnel Changes

On August 30, 1972, twenty years of Social Credit and Bennett rule came to an end when the New Democratic Party, under the leadership of David Barrett, swept to power in the provincial election (Baka, 1978:84). The dependence of the sports federation on the provincial government funding programme was acknowledged by the board's Peter Fassbender (Minutes, Semi-Annual Meeting, November 18, 1972:3). In a report to the meeting Fassbender outlined a set of proposed aims and objectives for the federation designed to illustrate to the new government,

> what the future of sports in the Province of British Columbia should be, what the priorities should be . . . the types of things we want to see happen (Ibid.).

The delegates debated the objectives and finally gave their approval in principle. In summary the aims and objectives included:

1. To coordinate, encourage, and assist in the development of sports programmes and facilities.
2. To act as the collective voice of sport.
3. To provide services and facilities which sports organizations cannot provide for themselves.
4. To assist member organizations in their projects.
5. To act as a central coordinating organization.
6. To inform members through meetings and seminars.
7. To coordinate and cooperate in fitness sports.
8. To advise government on programmes and grants.
9. To advise government on facilities.
10. To cooperate with organizations in allied areas.
11. To undertake or assist in sports research.
12. To arrange provincial or regional conferences.
13. To provide for recognition of achievement in sport.
14. To encourage local sports councils.

During the next year some notable personnel changes were affected within the federation. Jack Volrich had been appointed by the board to fill a term created by the appointment of Frank Bain to be executive director. In June of 1973, it was announced that Volrich had been elected to the City of Vancouver Council and he resigned his board position. Daryl Thompson was immediately appointed to fill Volrich's term.

Cathy Willock was hired as the Supervisor of the

Printshop operation and she reported on additions to the equipment in that area of a new AB Dick press, 12-bin collater, addressograph printer and embosser, and new Xerox equipment with reduction capabilities (Executive Director's Report, Annual General Meeting, June, 1973). George Reamsbottom resigned his job as public relations director in order to take up a posting with the government as an Executive Assistant to the new Minister of Recreation and Conservation. New board members elected included Marg McLean, Daryl Thompson, Don Filipelli, and Dick Jack for three years and Sid Manning for one year (p.6). And, finally, at that same annual meeting, Frank Bain's resignation as Executive Director was received. Ostensibly Bain left the federation ". . . to return to the Festival of Sport as a field director" (p.7), however, there seems to have been some serious clashes between Bain and the board.

> The new board of directors just came on and were out to get me. They cut my throat. I had done all that work with the coin situation, took over Zahara's job at no extra pay, saved them $7,000, and they fired me (Bain, 1977).

> Bain was becoming unbearable, he was just swept out by the new board (Moyls, 1977).

Peter Fassbender was elected the federation's President for 1973-74 and the board immediately replaced Bain with Tom Walker as Executive Director.

Tom Walker Era 1973-1978

Broom Report

A first noteworthy step taken by the new government was the commissioning of Dr. Eric Broom to undertake a comprehensive study of the leisure services in the province.

> They felt they were being inundated with requests for money . . . they had an underlying feeling they were being taken. They didn't know which requests were valid and which were not (Broom, 1977).

The report entitled, Leisure Services in British Columbia, and commonly referred to as the Broom Report was filed in the B.C. Legislature in February, 1974 (Baka, 1978:89). The Broom Report was responsible for a major structural reorganization of the government's principle agency for sport and fitness in the creation of a Leisure Services Branch which consolidated and coordinated government services to recreation, amateur sport, fitness, and cultural activities. Dr. Broom was made Associate Deputy Minister in charge of the Branch's three divisions: Community Recreation, Arts, and Sports (Broom, 1977).

Several of the recommendations of the Broom Report were of significance to the sports federation, either directly or indirectly. None quicker or of greater moment than the decision to take the administration of the Festival of Sports out of the hands of the sports federation and leave it entirely within the jurisdiction of the government's Community Recreation Branch. In addition, the decision was made to change its name to the "B.C. Festival," to discontinue the Festival awards programme, and to expand the festival format to include cultural events, mass participation at the community level, art, music, and mass discovery of new opportunities (Broom, 1974:108-109).

The highlight at the 1974 annual general meeting was Associate Deputy Minister, Eric Broom. In his address and in response to the several questions, he outlined the new governmental decisions and initiatives as they related to the sports associations and the federation. Broom noted that a new administrative office was to be opened shortly in Vancouver to coordinate the admistration of the new B.C. Festival, under manager Graham Hill. He identified as the single, more important problem in sport in B.C., the difficulty between government and the federation and sports bodies in delineating roles--who was/should have been doing what, which tasks, whose expertise (Minutes, Annual General Meeting, June, 1974:Appendix).

Throughout the life of the sports federation, several references were made urging the directors to give their attention to a provincial sports training centre of some sort.[8] The Broom Report, also, recommended efforts be made in this area but, whether referencing a provincial centre or a regional one, it urged creating such a centre utilizing existing facilites.[9] Broom's recommendations suggested studies be made of universities and colleges, Summer Games facilities, the PNE complex, Boundary Bay Airport, the George Derby Rehabilitation Hospital on Burnaby Lake, and the Jericho complex. The federation was to expend considerable effort over the next several years in pursuit of these recommendations, particularly with the Jericho complex and the George Derby Hospital, but any real "successes" were limited.

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[8] Luke Moyls, President of the B.C. Amateur Basketball Association, had presented such a proposal at the annual meeting of 1967 (supra, p.44).

Delegates to the 1974 annual meeting accepted with regret, the resignation of their newest President, Peter Fassbender. For business reasons he had decided to forego his seat on the board. New board members elected that year included: Neal Henderson, Ken Maddison, Luke Moyls, and Patricia Smith for three years and Warren Clark for one year to complete Fassbender's term (Minutes, Annual General Meeting, June, 1974:7).

The first edition of the revamped B.C. Sports Federation Newsletter (Vol. 1, No. 1) suggested that 1974 was to be the year the federation would turn its attention in three main directions:

1. Facilities - establish a centre for fitness, sport and recreation to be used for administration, instruction, training, and sports medicine.

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[9] The emphasis is this writer's.

2. Funding - the government of B.C. is in the Western Canada Lottery. The B.C. Sports Federation is ready to take a leading role in the distribution process.
3. Development - encourage mass participation, possibly through a system of regional events leading to provincial playdowns (p.1).

Yet, the annual meeting delegates did not seem to concur immediately with those directives. The closest support which could be read for the suggestions was in a resolution " . . . that the . . . federation approve a province-wide fund raising programme 'Sport Holiday Draw' for 1975" (Minutes, Annual General Meeting, June 1974:7).

At the first board meeting in the new sport year, Daryl Thompson became the federation's fifth President, with Ed Carlin assuming the Vice-Presidency, Ken Maddison, Secretary, and Neal Henderson, Treasurer.

Early in 1975, Brian Pound, recently the director of the very successful COMNET, public relations, publicity, and information network for the Festival of Sport, was hired by the federation as its public relations director and editor of the newsletter (B.C. Sports Federation Newsletter, April, 1975:1).

For the second year in a row the federation chose to hold its annual meeting at the popular resort area of Harrison Hotsprings Hotel in June of 1975.

> The location, the beauty of the lake, the mountains, the solitude, away from the bustle of the city and the facilities are all conducive to a very productive annual meeting (Moyls, 1977).

A record attendance of 53 delegates was on hand to receive reports of the progress of their federation over the year and to give the new board direction on some weighty issues (Minutes, Annual General Meeting, June, 1975). Three major topics highlighted the weekend efforts; facilities, funding, and constitution.

Chairman, Daryl Thompson gave an extensive report on negotiations with Burnaby Municipality on a possible site for a provincial training centre. The site proposed was, indeed, the erstwhile location of the George Derby Recreation Hospital on Burnaby Lake. Thompson reported that, although the project was strictly in the planning and negotiation stages, an architectural firm had been commissioned to do up some preliminary drawings. The delegates to the meeting enthusiastically endorsed the notion and approved a resolution directing the board to establish a provincial training centre (p.13).

Thompson also reported to the meeting that, in response to a presentation to the Vancouver Parks Board, assurance had been given that the buildings in Jericho Park would be retained for use of sport and athletic activity. Plans to renovate the buildings into indoor courts and an area for track and field events were favourably received and the only thing delaying progress was a lack of funding from the Parks Board (p.9).

And, finally, Thompson noted that the sports federation office facility now housed a travel bureau offering travel services to all sports bodies.

Treasurer, Neal Henderson presented the meeting with a financial statement which showed an operating deficit of $27,830 (p.4). He suggested the collective would approach government for additional funds to cover this amount (the proposed 1975-76 budget was for $175,000).

Government had already recommended the federation become an active selling agent for the Western Canada Lottery and, in addition, that charges in the printshops operation be increased to "break even" levels.

Delegates revised the Constitution of their federation by reducing the term of a director to two years with a maximum of three terms in succession. This revision was carried unanimously (p.4). Subsequently, new board members elected for two years included Warren Clark and Andy McConkey, while John Hasell, Betty Maddin, and Bill McNulty were elected for one year.

The board of directors recommended that the federation seek permission from the provincial government to operate three lotteries during the year, with the profits to go in the main in support of the proposed Training Centre for Sport. It, too, was carried unanimously.

Although, over the summer of 1975, the board continued with its hopes and efforts to acquire a sports federation lottery, they did take out a distributorship as a selling agent of the provincial government's Western Canada Lottery. This major regional lottery was formed by the governments of the four provinces in Western Canada acting as equal partners. In Manitoba, Alberta, and British Columbia the lotteries were operated by the government with sales commissions available to non-profit provincial organizations who acted as selling agents. In Saskatchewan, the government designated Sask Sport, the provincial sports federation as the Provincial Marketing Authority to operate the lotteries (see Chapter VI).

In addition, the federation was successful in acquiring the services of Vancouver Magazine Company to distribute the lottery tickets to the many small shopkeepers who had become retailers for the sports federation (Executive Director's Report, Annual General Meeting, June, 1976). Neal Henderson, Chairman of the Lotteries Committee, reported that the federation had become one of the three top selling agents for the Western Canada Lottery operations in British Columbia and had realized $24,000 gross prior to the 1976 annual meeting (Lotteries Report, Annual General Meeting, June, 1976).

The federation continued to press for a license to operate its own lottery but without success. Government authorities refused to issue a lottery license, essentially because amateur sport and the sports federation were not viewed necessarily as a charitable object (Correspondence, E. Nelson to T. Walker, February 24, 1976).

During the summer and fall of 1975, the federation made the decision to undertake a study of the membership to ascertain needs and problems they were encountering in delivering sports to their constituents. Although the federation had been operating for ten years, this was the first opportunity taken by the collective to systematically determine members' needs. New board member, Bill McNulty, undertook to prepare an extensive, 28-page questionnaire requesting information on every aspect of the member organization (B.C. Sports Federation, Provision for Sport Survey, undated). The study took more than 18 months to complete and was tabled at the annual meeting in June, 1977.

Before the N.D.P. government could implement any further programming, they fell out of favour with the voters in British Columbia and were defeated in November, 1976, by a resurgent Social Credit Party, led by Bill Bennett.

Some programming changes were made during 1976, changes that were to have an important impact on the sports federation. After a long association with the collective, the Junior Chamber of Commerce withdrew from their co-sponsorship of the Athlete of the Year Awards programme, leaving it entirely in the hands of the federation (Minutes, Board Meeting, January 22, 1976). After but one year of operation, Burke's World Wide Travel agency closed its sports federation office due to an unprofitable level of business. On March 15, 1976, Fischer-Hone Limited opened an office within the federation under Sales Director, Colin Yorath, and Manager, Georgie Cooke. The office acted as the federation Travel Desk providing travel service for all members and providing the federation with $1,000 per month rent (Minutes, Board Meeting, March 18, 1976). However, within 14 months, Fischer-Hone Limited declared bankruptcy. The federation retained the services of Cooke and continued to offer travel service while a search for an alternate company to take over was underway (Minutes, Board Meeting, November 17, 1977).

The Festival Terminated

A major programming decision was taken by the government in the spring of 1976. The B.C. Festival programme was cancelled. Within sport there had always been some considerable suspicion that the programme was not meeting its objectives of increasing tourism and travel. The government funds had supported advertising and awards but none had gone to the sports to help organize. It was suggested that some sports move the dates of their annual playoffs in order to be part of the Festival programme and to save their own money by using the Festival's awards (Moyls, 1977). The Festival programme was essentially a publicity and public relations programme (Hindmarch, 1977; Ahrens, 1977; Panton, 1977). Annual expenditures had ranged between $330,000 to $550,000 and plans were being laid to increase budgets to $1 million. It had, essentially, been used ". . . only to develop the public relations industry" (Moyls, 1977). As Associate Deputy Minister, Dr. Eric Broom ordered a study to determine whether or not the original aims and objectives of the Festival programme were met; the results said they were not, that ". . .people travelling to the events would have done so anyway" (Broom, 1977). Sports governing bodies had misunderstood the programme; they thought there was to have been some developmental funds in it for their programmes. The press in Vancouver and Victoria called the Festival a "Rip-off" (Moyls, 1977). In making the announcement, the Honourable,

> Mrs. McCarthy said the cabinet has decided the money spent in advertising and promoting the Festival could be better used in developing recreation and sports programs for all youngsters across the province. "We plan to use the funds in a more meaningful way," she said (B.C. Sports Federation Newsletter, Vol. 3, No. 2, May, 1976:2).

Delegates to the 1976 annual general meeting were informed that the government transferred the Festival's advertising budget of $600,000 to a special fund to be used to encourage sport, recreation, and physical fitness (Meeting Materials, Annual General Meeting, June, 1976). It was also suggested that an additional $1 million revenues from lotteries would also be added to the fund and that government would be looking to the federation as a principle source of recommendations as to how best to use the fund.

SOCREDS Return - Provincial Games

The sports federation made efforts during the spring of 1976 to institute a programme of Provincial Games. A committee was formed, chaired by Jeff Bickerstaff, and comprised of several presidents of sports governing bodies (Minutes, Board Meeting, May 20, 1976). Ron Butlin, then Managing Director of the Alberta Games programme, was contacted and advised on some of the administrative details of the Alberta programme.

The Committee's report formed part of the meeting materials sent out preparatory to the 1976 annual general meeting. As part of a larger document entitled, "A Delivery System for Amateur Sport and Physical Recreation in British Columbia: The Role of the British Columbia Sports Federation," it saw provincial games as motivating people to higher fitness levels, providing expanded programmes of competition at every level, and making outstanding athletes more visible (Meeting Materials, Annual General Meeting, June, 1976:Appendix A).

Undeniably, the Committee presumed that should the province be successful in getting its own games programme, that the sports collective would play a major role in their organization and administration. The delegates assembled gave approval in principle and urged the committee to proceed.

Any programme of provincial games needed full government support. This support, in real terms, was slow in coming. With the change in government in November of 1975, there had, understandably, been even greater delays. In addition, there had been a change in the chairmanship of the Committee; Bickerstaff was no longer able to fill the role, and Lloyd Mear agreed to take over (Minutes, Board Meeting, December 9, 1976).

A B.C. Sports Federation Newsletter editorial labelled a "New Era in B.C. Sports" the government's long-awaited announcement that they would sponsor a full programme of Provincial Winter and Summer Games, starting in the winter of 1978 (B.C. Sports Federation Newsletter, Vol. 4, No. 1, February, 1977:3). The Board of Directors of the sports federation were elated that their substantial lobby had apparently been rewarded. They fully expected to be directly involved in the operation of the prestigious programme. Tom Walker was quoted,

> Never before has amateur sport in British Columbia had such cooperation from a government (p.2).

The government announcement stated that a Provincial Games Society would soon be struck and that a Games Manager would soon be hired to manage the day-to-day operation. The day of the opening of the annual general meeting of the sports federation, the government announced that Ron Butlin of Calgary had been appointed Director of the Provincial Games.

To their chagrin (McConkey, 1977; Clarke, 1977), the federation came to learn that the Games would operate completely outside their purview. Butlin was under contract to the Minister of Recreation and Conservation, was not within the civil service in any way, and the Games Advisory Committee was made up of independent sports businessmen selected, essentially, by Mr. Butlin, and that he had no plans to get the federation involved at all (Butlin, 1977). The federation board was injured but simply carried on with its other functions.

The membership of the federation altered its Constitution and Bylaws again at the June, 1976 annual meeting. Three "Councils" were added to the list of members: Outdoor Recreation Council, a federation of several organized groups who were interested in and used the outdoor environment; Action B.C., a recent government initiative to highlight fitness and lifestyles of people in B.C.; and the BCFSAA, the British Columbia Federation of School Athletics Associations (Minutes, Annual General Meeting, June, 1976).

New board members elected at the meeting included: John Hasell, Bill Lewis, Ken Maddin, Lloyd Mear, Bill McNulty, and Daryl Thompson--all for two years and Donn Spence for one year. Thompson was returned as President for 1976-77. A vacancy in the staff was created with the resignation of Brian Pound as Director of Public Relations to take a position in the broadcast media.

During the year, the federation began to see some progress in its efforts to establish itself as a major sales agent for the Western Canada Lottery. By September, profits were reported to have surpassed expectations of $25,000 for six months (Minutes, Board Meeting, September 21, 1976). But the collective received a serious setback when the Vancouver Magazine Company withdrew its delivery services to the many retail outlets which sold lottery tickets for the federation (Walker, 1977; Minutes, Board Meeting, November 18, 1976). The concern caused in the frenetic world of fast action of the lottery business was substantial, but the collective recovered quickly with the hiring of Jack McNaughton as Manager and Don McLean as Assistant Manager. By Christmas of that year they were able to report that anticipated profits would approach $100,000.

Lottery profits in the first quarter of 1977 did, in fact, drop off drastically and were reflected in depressed sales across the whole of Western Canada but, by May of 1977, had rebounded sufficiently for McNaughton to report projected profits of $150,000 for the year (Minutes, Board Meeting, May 17, 1977).

The administration of the central office added two new services for members during 1976. A free audit service and a bookkeeping service were introduced (Minutes, Annual General Meeting, June, 1976) and, by July, they were so successful that Tom Walker was directed to hire another staff member to handle those areas (Minutes, Board Meeting, July 29, 1976).

Delegates to the annual meeting received a report of a most successful Sports Medicine Symposium, sponsored and organized by Betty Maddin and selected volunteers on April 10 earlier. Over 100 delegates were pleased and enthused by a panel of medical experts experienced in sports medicine. Plans for a second symposium were announced.

The Jericho Park issue surfaced again as being ". . . back at square #1" (Minutes, Board Meeting, September 21, 1976). A new committee had been formed by Vancouver Parks Board and discussions were to be resumed. Little progress was reported to the annual meeting of 1977 by committee chairman, Andy McConkey (Minutes, Annual General Meeting, June, 1977).

> The battle of Jericho seems to go on and on and on. . . . there has been some backsliding by the Parks Board (p.15).

The situation changed very little during 1977-78 (Jericho Park Report, Annual General Meeting, June, 1978:21).

As early as June, 1976 the membership was informed that the offices at 1606 West Broadway were no longer capable of accommodating the needs of the federation, its massive printshop operation, secretarial areas, and adequately house other provincial organizations. The high school sports federation (BCFSAA) had already moved out to better quarters, all offices were crowded, and other sports bodies were planning to move out (Minutes, Annual General Meeting, June, 1976). Tom Walker reported to the 1977 annual meeting that the board was seeking out new office space and ". . . we hope to have moved by the end of September" (Executive Director's Report, Annual General Meeting, June, 1977:13).

Sports Administration Centre

During the summer of 1977, the government purchased and renovated an older warehouse building at 1200 Hornby Street in Vancouver to become the British Columbia Administration Centre for Sport, Recreation, and Fitness. The

Centre became operational by November 1, 1977.

The collective was named the agency responsible for the lease on the building and for its organization and operation.

> And the understanding would be that Sport B.C. would no longer be the central agency to this operation, that in due course, in fact, we would look for an independent management for the Centre and the federation would be just one of the tenants there.
>
> But, in the transition period, the Minister used the good offices of Sport B.C. He got them to do a job for the government in the sense of taking up a lease on the building and being central as to how it is going to be organized and operated (Ahrens, 1977).

A building management committee chaired by a member of the federation's board and representatives of all the tenants, was organized and met regularly to determine management policies for the Centre's operation (Minutes, Board Meeting, October 20, 1977).

At the same time, several other developments were underway. After twelve years the British Columbia Sports Federation was laid to rest at the annual general meeting of 1977, to be replaced by the new corporate identity, Sport British Columbia (Sport B.C.) (Minutes, Annual General Meeting, June, 1977). Elected as "new" board members at that meeting were Neal Henderson, Luke Moyls, Pat Smith, Warren Clark, Andy McConkey, and Donn Spence. Neal Henderson was elected the new President of the federation for 1977-78.

Delegates were pleased and optimistic with the announcement of another new service available to them--a computerized accounting service, designed to facilitate the efforts of their organization's bookkeeping. As well, new-found wealth for the federation was projected from involvement in the lottery operation, expected to rise from ". . . $20,000 a year ago, to a projected $150,000 for this year" (Lotteries Report, Annual General Meeting, June, 1977:14).

Yet, with all these "new" developments, the federation continued to cling to its "old" objectives:

1. Establishment of a Provincial Training Centre, and
2. Acquisition of its own major lottery for amateur sports (Meeting Materials, Annual General Meeting, June, 1977:2).

Government support for the notion of a Provincial Training Centre had been consistent (Broom, 1974; Minutes, Board Meeting, December 9, 1977:3) from the N.D.P. regime through to the new Social Credit government. But opposition to the suggestion of building new facilities for such a centre was, equally, consistent in governmental circles. In spite of the opposition, the federation continued negotiations for a multi-purpose training centre and administration complex beside Burnaby Lake. The federation's proposal was approved in principle by the Recreation Commission and Burnaby Council (Meeting Materials, Annual General Meeting, June, 1976) and the federation contracted an architectural firm to prepare preliminary plans and drawing for the centre (Minutes, Board Meeting, October 20, 1977). These were completed early in 1978. An engineering study to determine building costs and a feasibility study to ascertain operating viability were following (Meeting Materials, Annual General Meeting, June, 1978:16).

And at least one person in the community was unhappy with these rapid developments of the central office of Sport B.C. In a series of articles in The Victorian, (four articles in all, October 21, 26, 28 and 31, 1977), Jim Leith was extremely critical of the federation and its executive director, Tom Walker. He lashed out at the board ". . . the jet set jackals of the B.C. Sports Federation" and at Walker having a "long-standing quest to become the sole czar of sport in B.C." (The Victorian, October 21, 1977). His invective was not directed only at the federation, but heaped, as well, on the Honourable Sam Bawlf, Minister of Recreation and Conservation.

> Sam Bawlf . . . now listens to a new professor, Tom Walker. Sam Bawlf . . . is too busy playing politics on Belleville Street . . . to be concerned (Ibid.).

He noted that,

> the new ivory tower of Sport B.C. lies in downtown Vancouver at Hornby and Davie amidst the pimps, prostitutes, and pushers. Rather ironically fitting, wot? (Ibid.).

Walker reacted immediately with a law suit charging libel and slander naming both the federation and himself as injured parties. The case was settled out of court with settlements of $1,500 and $500 respectively (Walker, 1977;

Minutes, Board Meeting, March 16, 1978:3).

On Walker's initiative, the board had recommended to the 1977 annual general meeting the need for a full-time staff member to coordinate publicity and public relations for the federation and to act in an advisory position assisting member organizations with their publicity efforts. Delegates concurred and directed their board to seek out a Public Relations Officer ". . . as soon as financially possible" (Minutes, Annual General Meeting, June, 1977:63). Brian Pound rejoined the staff of Sport B.C. in the capacity of Sport Information Officer on November, 1977 (Minutes, Board Meeting, October 20, 1977:3).

Early in the new year Tom Walker reported that the provincial government had refused to accept the federation's extraordinary resolution to change the federation's name to Sport British Columbia. He noted that he had then duly registered the federation as Sport B.C.

The suggestion of establishing a trust fund with the expected substantial receipts from Sport B.C.'s lottery efforts was pursued. At the 1978 annual meeting, Daryl Thompson reported that two funds were set up: a Sport B.C. Endowment Fund administered by the Vancouver Foundation and a second sports trust fund administered by trustees appointed by the board of directors. He noted that $10,000 had already been placed in the Endowment Fund, and that only the interest from the capital was to be made available to sports each year (Meeting Materials, Annual General Meeting, June, 1978).

A major structural change in Sport B.C. was affected during the spring of 1978. Upon the advice of its lawyers, a holding company, called Sport B.C. Holdings Limited, was created. Each of the operations of the federation (travel desk, lotteries, insurance) became separate companies, each with limited liability, under the direction of appointed directors and each an arm of the holding company (Minutes, Board Meetings, February 25, March 16; Minutes, Annual General Meeting, June, 1978).

> by establishing limited companies directly responsible for sections of our operation and by appointing Directors responsible for those sections . . . the organization of Sport B.C. would be clear to the membership, our auditors, and any person or organization dealing with us (Minutes, Board Meeting, March 16, 1978:4).

More than 85 delegates representing 48 member organizations assembled for the federation's 1978 annual meeting at Harrison Hotel Springs. They could hardly have been but impressed with the size and the complexity of their developing sports federation. They returned incumbent directors Daryl Thompson, Bill McNulty, and Lloyd Mear and added newcomers Pam Glass, George Morfitt, and Peter Webster.

The federation had been through a long and difficult period. It appeared that with the position of power and influence as administrators of the sports administration centre, that with the continuing good will of government, and with the potential for financial security with revenues from successful efforts in the lottery operation, these new board members had a very healthy organization to lead.

In Summary

The first province to be sufficiently influenced by the 1961 Fitness and Amateur Sport Act to organize a provincial sports federation was British Columbia. A Steering Committee of sports leaders formed at the Second Provincial Conference on Fitness and Amateur Sport in February of 1964, was charged to take action toward organizing a sports federation. The Third Provincial Conference sponsored by the government's Community Programs Branch in February of 1965, took as its primary objective the completion of the process to organize the British Columbia Sports Federation. The Conference was a success; the federation was born; a Constitution approved; and a slate of six became the first Board of Directors. That founding board included Richard Ellis, President, Luke Moyls, Doug Whittle, George Elliott, Frank Bain, and Wink Willox.

Laird McCallum was appointed the first Executive Director of a joint B.C. Sports Federation - B.C. Recreation Association office.

The federation focused its early efforts on establishing its credibility through programmes and services for the membership and in efforts to establish some financial basis from which to operate. At its first annual meeting the board was increased in size to nine members. Several early leaders on the board initiated programming efforts that proved significant throughout the life of the federation.

Luke Moyls, the chairman of the original Steering Committee, introduced the need for a provincial sports training centre during the first year of operation. Jack Brauchman, the federation's second executive director, negotiated the participation in the Athlete of the Year Awards programme. Initially, the collective had worked together with the Vancouver Junior Chamber of Commerce, but by 1976 had taken over this programme completely. It proved to be one of the federation's greatest successes.

Wallace Henderson helped to create and operate a mildly successful sports Holiday Draw programme for the federation between 1967 and 1975. Whilst this lottery programme never made large sums of money for the federation, it did provide them with visibility, contact with sports bodies, and experience in lottery operations.

One of the most influential sports leaders in B.C., Bob Hindmarch, became the federation's second Chairman in 1967. He was singularly credited with being a major influence, on the sports federation's behalf, in having the provincial government initiate both the Physical Fitness and Amateur Sport Fund and the Festival of Sports programme in 1969. The PF and AS Fund was a $10 million endowment fund established by the W.A.C. Bennett government, the interest on which became the principle administered by the Fund. Hindmarch became the Chairman of the Advisory Committee to that PF and AS Fund.

The same year, the government announced the Festival of Sports programme, designed to motivate travel and tourism throughout the province during the "off-season." Between $330,000 and $550,000 was spent annually on massive advertisement and publicity campaigns, while a team of "field directors," attached to the sports federation, coordinated the entire Festival programme. Hindmarch was a member of the Festival Steering Committee.

As the federation developed it received government funds to offer several different services to sports organizations. These services included a printshop, mailing, public relations, secretarial, photography, bookkeeping, and office space when possible. As the federation and its services continued to develop, so, too, did its need to find bigger and better office space. The federation moved offices to 1606 West Broadway when the Vancouver Fire Commissioner would not permit the printing operation to continue in the basement of the 1220 West Broadway facility. By 1976 the crowding at 1606 West Broadway was intolerable and the federation moved to a government purchased and renovated facility at 1200 Hornby Street. This became the province's first Administrative Centre for Sport, Recreation, and Fitness and the government contracted the federation to organize and administer its operation.

The Festival of Sports programme was expanded in 1971 to include a Winter Festival of Sports and the sports federation was assigned its organization and coordination along with efforts in the Summer Festival programme.

The federation suffered two scandals in 1971. A Centennial Souvenir Coin operation bilked the federation of some $30,000 and generous portions of public goodwill while operating funds were alleged to have been misappropriated. After much personal anguish and effort, the board sorted through the cases and the membership lauded them for their efforts.

Tom Walker became the federation's sixth executive director in the summer of 1973.

A change in provincial government in August of 1972, launched four years of N.D.P. rule. Dr. Eric Broom filed an extensive report, Leisure Services in British Columbia in February of 1974. Acting in part on the Broom Report, the government immediately withdrew the administration of the Festival programme from the sports federation.

The federation never managed to affect a warm relationship with the N.D.P. government. Despite efforts by the then Associate Deputy Minister, Eric Broom, little progress was made in clearly delineating roles and responsibilities for government and for the private sport sector. The Social Credit government announced cancellation of the Festival Programme, judging it little more than a massive injection of public monies to bolster the advertising business. The savings of some $600,000 per year were to be made available for sports and recreation programmes.

The sports federation pursued efforts to have its own major provincial lottery--but were never successful. They finally succumbed to being a moderately prosperous selling agent for the government's Western Canada Lottery programme.

After a significant federation lobby, the government announced the initiation of a Provincial Summer and Winter Games programme. The federation was chagrined when, six weeks later, Ron Butlin was named Director and it became clear that he had no plans to involve the federation at all in the administration of any Games. His contacts were directly with sports governing bodies and his Minister.

The British Columbia Sports Federation formally became Sport B.C. in January of 1977 and focused its attention on increasing staff and services within the central office and on pressing forward with Luke Moyls' original proposal, a provincial training centre for sport. The board of directors moved resolutely ahead in efforts to acquire municipal approval and to develop preliminary plans for such a centre located at the site of the old George Derby Rehabilitation Hospital beside Burnaby Lake.

In 1978 the Sport B.C. Holdings Limited was created. It was a restructuring of the collective into a central holding company whose independent arms (i.e., programming areas) retained both legal status with limited liability.

Sport B.C. was the senior sports federation in Canada. Throughout its lifetime it has exhibited an aura of individualism and independence within the sports system in the province, all the while existing on grants from the public purse. The recent growth and development of the collective, most particularly with its financial successes in the lottery business, augurs well for an interesting future.

CHAPTER V

SPORT ALBERTA

> President Lucas directed the Secretary to notify all Provincial Amateur Sport Organizations of the formation of Sport Alberta and invitation be made for them to become members. (Sport Alberta, Board Minutes, November 21, 1970).

In this abbreviated notation, was minuted the inauguration of Sport Alberta. This auspicious meeting was a fitting climax to the more than four frustrating years of effort by sports leaders in Alberta to create a federation for amateur sport (Ganske, 1978; Smith, 1978; Van Vliet, 1970). Who was then to divine that this occasion would be, at the same time, the debut of a period in Alberta's amateur sport history notably frustrating and even counter productive?

Formative Years 1963-1970

The birth of Sport Alberta was not an easy one. The notion of a united voice for amateur sports had been advanced as early as 1963 with the Alberta government sponsored Operation Giant Stride, a workshop on amateur athletics and outdoor education held March 8-10 of that year at the Banff School of Fine Arts (Affleck, 1978; Baka, 1978; Wright, 1976; Woytiuk, 1976). Having been involved in the implementation of the 1961 federal-provincial agreements on fitness and amateur sports[10], the provincial government became ". . . concerned with duplication, overlapping, and often, a lack of continuity in the many training programmes offered in athletics and outdoor education activities by various provincial associations, municipal recreation departments, and the government" (Moore, 1963). In response, it undertook a study of long range programmes aimed at coordination of these various training programmes in order to make the best use of human and financial resources.

Operation Giant Stride was both an ideas hatching and an ideas trading session for leaders in education, recreation, culture, government, industry, and sport (Affleck, 1978). During the workshop sessions discussions ranged along a broad spectrum of the notion of athletics and outdoor education. One of the topics discussed was, "The Pros and Cons of Holding an Annual Conference of All Provincial Governing Bodies of Sports and/or Outdoor Education with or without Government Assistance" (Probing the Frontiers of New Ideas." Operation Giant Stride, mimeographed materials, 1963).

Operation Giant Stride succeeded as never before in bringing together a vast array of people with diverse interests. And they departed from Banff essentially in harmony with an overall philosophy of recreation for Alberta and with a much more developed mutual respect for the potential each of these diverse interests had in contributing to the goals of recreation (Affleck, 1978). However, besides this wave of enthusiasm that was generated at Banff, little else of a concrete nature developed in the matter of the formation of a provincial sports collective.

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[10] Refer to R. Baka, "A History of Provincial Government Involvement in Sport in Western Canada," Chapter III, Unpublished PhD Thesis, University of Alberta, 1978 for a more detailed and extensive examination of the role of the Government of Alberta in programming during this period.

It was not before September of 1967 that the matter of a provincial sports federation again surfaced on the Alberta scene. At that time the Government's Department of Youth sponsored what later proved to be the first of three major seminars for sports governing bodies; this one at the University of Alberta's Lister Hall on September 8, 9, and 10. The seminar was designed ". . . to discuss ways and means of working together cooperatively to enhance opportunities for young Albertans to participate in a broad variety of sports" ("Planning and Proceedings." Provincial Sports Governing Body Seminar, Edmonton: Department of Youth, 1967:1) and the extensive planning and organization for the seminar was handled by Emmett H. Smith, then Supervisor of Athletics in the Recreation Branch of the Department of Youth. One hundred and forty-four delegates representing forty-seven sports governing bodies, education, government, and the community-at-large were in attendance.

In the discussion that centered around the agenda item "Consideration of the Feasibility of an Alberta Sports Federation," nine of the ten groups expressed their desire to form a sports federation. Other debate dealt with a variety of details and concerns of the various roles such a sports collective might play, possible advantages which may be gained by provincial sports associations, and the very real disadvantages that would have to be acknowledged and accepted if there was to be a commitment to such a federation. Three groups recommended that a committee be set up to further study the concept and one group even suggested that an ad hoc committee be set up before the seminar concluded.

Immediately following this September seminar, a five-member committee reported on the feasibility of establishing an advisory council on amateur sport. The report of this committee listed three factors which made the creation of such a Council desirable:

1. The Council was to be a representative body composed of persons from the ranks of sports associations, to speak on behalf of these associations in matters affecting the development or curtailment of activities of the various associations.

2. The Council was to be a body completely independent from the government and to act as a liaison between the government and matters affecting more than one association.

3. The Council was to review and recommend policy changes in existing Department of Youth criteria for financial assistance and work closely with the Department in all matters affecting amateur sports in the province ("Proceedings." Provincial Sports Governing Body Seminar, Edmonton: Department of Youth, 1969).

In January of 1968 a ten-member Alberta Council on Amateur Sports was established chaired by Maury G. Van Vliet. Other members included Alan D. McTavish, Elsie Barlow, Stu Peppard, Robert H. Routledge, W. D. Smith, Paul Viney,

J. W. Irvine, and A. H. McAvoy. Its purpose was ". . . to determine if a single body, speaking on behalf of all sports associations, was in the best interests of the development of amateur sports in the province" (Ibid., p.38). As recommended, the term of the Council was set at two years and at the end of that time it was to have been assessed and a decision made to either continue with the Council or to abandon the idea (Van Vliet, 1978).

In March of 1969, the second of the major seminars of provincial sports governing associations was held, this time at Olds. Once again sponsored by the Alberta government's Department of Youth, it was essentially an information-sharing experience between the sports associations and government. However, one of the purposes formally stated the seminar was ". . . to facilitate communication between associations and to obtain further views on the feasibility of establishing an Alberta Sports Federation" ("Proceedings," Provincial Sports Governing Body Seminar, 1969). And, once again, the delegates discussed the notion: they debated the merits and disadvantages of such a body, what its roles might be, and where it might make a contribution in the sports system--without making any formal decisions.

The third pre-Sport Alberta provincial seminar was held in April, 1970, at Red Deer. Once again, the Recreation Branch of the Department of Youth sponsored the event but, this time, they enjoyed some assistance through the cooperation and liaison in planning of the seminar with the Alberta

Council on Amateur Sport. By this time the question of a provincial sports federation had become somewhat of a thorny issue and leaders in both government and sports associations were anxious to settle the matter (Van Vliet, 1978; Ganske, 1978). The Alberta Council on Amateur Sport was just approaching the end of its two-year term and its major report on a federation was due. Thus, the primary purpose of this Red Deer seminar was ". . . to discuss the report of the Alberta Council . . . and to decide on the feasibility of proceeding with the establishment of an Alberta Sports Federation" ("Proceedings," Provincial Sports Governing Bodies Seminar, 1970).

The seminar opened with some rather poignant remarks from Chairman Maury Van Vliet Jr. as well as from an impressive array of Department of Youth personnel. Van Vliet outlined the four objectives under which the Alberta Council on Amateur Sport had laboured:

a) To be a representative body of all Sports Associations in Alberta.

b) To be a body independent of government for liaison with them.

c) To review present policies and recommend changes on new policies of the Department of Youth.

d) To gather information on the feasibility of an Alberta Sports Federation (Ibid., p.2).

He then expressed some frustrations they had experienced in communications with sports associations in Alberta and with other provinces' sports federations. He very briefly suggested some of the benefits of a provincial federation but cautioned delegates to be sincere in any commitment to a federation and to be aware of the limitations of administration by volunteers.

Dwight Ganske, recent addition to the staff of the Recreation Branch, urged delegates to resolve the issue of either a federation or no federation once and for all. Emmett Smith, Supervisor of Outdoor Education in the Recreation Branch, in a keynote address, acknowledged the potential of a collective voice for sport. He, too, had words of caution for the delegates about the trend in Canadian sports towards greater dependency on government financial support and the need for boundless cooperation and undivided support if a provincial sport federation was to thrive. And, finally, the Honourable Robert C. Clarke, Minister of the Department of Youth, outlined a series of roles that he saw a provincial sports federation could play, and conveyed his support for the notion.

With this rather prodigiously positive prelude, the Report of the Alberta Council on Amateur Sport was tabled for discussion by the assembled delegates (Ibid.).

The report carefully reviewed the operation of the Council during its two-year life span. It presented an overview of how it had fulfilled its mandate in its relationships between sports associations and government, in acting as a spokesman for associations experiencing problems, and as a body to aid in the promotion of amateur sport. It presented information regarding the operation of sports federations in Quebec, Ontario, and British Columbia. One section of the report provided delegates with some theoretical objectives and advantages of a provincial sports collective.

The most significant aspect of the report was its twenty-one different recommendations. Principle among these were:

1. That a sports federation be formed immediately.
2. That a steering committee of six persons be formed to implement all accepted reommendations.

What is noteworthy now, is the series of three additional recommendations the report presented dealing with matters financial:

1. That each member association provide $200 of its governmental special projects grant of $300 to the new sports federation for promotion of amateur sport in the province.
2. That efforts be made in conjunction with the Minister of Youth to set aside a capital sum from the Provincial Treasury for the establishment of a fund for amateur sports and recreation.
3. That all budgets and requests for grants of the provincial sports associations be channelled through the new sports federation for submissions as one large request for funding by government.

What makes these latter three recommendations so noteworthy is that they, in future developments of the provincial federation, seem somehow to have been lost (Smith, 1978; Van Vliet, 1978).

After more group discussions a motion by R. L. (Bob) Lucas, seconded by Cyril Haynes, that the implementation of a sports federation be accepted in principle and that a seven-person Steering Committee be elected, was passed by a vote but one short of unanimous. Those elected to the Steering Committee were: Bob Lucas, Stu Peppard, Marg Huston, Ron Ferguson, Bryan Holmes, Nels Nystrom, and Harold Sommerville. The seminar concluded leaving the Committee ". . . with the responsibility of constructing a frame of reference and constitution and by-laws by which a sports federation might be guided and governed" (Proceedings, Provincial Sports Governing Bodies Seminar, 1970:9).

Seven months later, on November 21, 1970, some thirty-five delegates from seventeen provincial sports associations, two multi-sport agencies, and two recreation commissions assembled once more in Red Deer to receive a report on the efforts of the Steering Committee. In an effort to provide future direction, position papers were presented on various subjects seen as potential matters of immediate concern for a provincial sports federation. Such topics as computerized registrations, publicity, promotions, communications, fund-raising, Alberta Games, and a sports administrative centre were examined in the papers (Proceedings, Formation Meeting, 1970).

A motion was presented by Bob Bratton and D. Belair which called on the future federation to request government assistance to investigate all possible legislation regarding the placement of a surtax on professional sports in Alberta with all the proceeds to go to amateur sports.

However, the highlight of this meeting was a motion presented by the Steering Committee,

> Whereas there is a need for a uniform voice for Amateur Sport in the Province of Alberta, and
>
> Whereas there is a need for an Amateur Sport Administrative Centre in Alberta, and
>
> Whereas there is a need for a Sports Training Centre in Alberta,
>
> Be It Resolved that an Alberta Amateur Sports Federation be formed, and further
>
> Be It Resolved that all Amateur Sports Associations in Alberta be encouraged to become members of the Federation (Ibid.).

By roll call vote the motion was approved 45 to one.

An immediate subsequent motion by G. Lehrnert and H. Sommerville changed the name of the organization to Sport Alberta.

From a slate of possible candidates and nominations from the floor, positions on the first Board of Directors were filled. These included:

President, Bob Lucas (two-year term)

Vice-President, Stu Peppard (two-year term)

Secretary-Treasurer, Les Nelson (two-year term)

Directors, John Takahashi
(two-year term)

Directors, (one-year term)	John Plantinga Ed Corbett Alex Romaniuk Geoff Elliott Sue Neill

Then, with what must have been a massive collective sigh of relief, the meeting adjourned. Sport Alberta had arrived . . . finally!

Attempts to Consolidate 1971-1973

During the first two and one-half years in the life of the fledgling Sport Alberta, the efforts of the respective boards of directors were focused on two major issues:

1. The identification and establishment of an accepted and visible role for the organization.
2. The acquisition of resources, principally financial, in sufficient quantity to facilitate the implementation of projects to meet organizational objectives.

Within the first 18 months of being formed the board of directors launched efforts to establish an office staffed by a full-time professional, establish a constitution and by-laws acceptable to the membership, press for provincial summer and winter games, establish a sports administration centre, establish a computerized central registry of sports personnel in the province, maintain a close liaison with government, increase communications with the members, and to raise funds for amateur sports. Much of the direction for these several matters had been provided at both the sports governing body seminars and at the founding meeting of Sport

Alberta.[11]

Establishment of an Office

With the experience of the provincial sports federations in British Columbia, Quebec, and Ontario and at the national level with the National Sports Administration Centre in Ottawa (Munro, 1970, 1971), a trend towards greater levels of sophistication in the administration of amateur sports prevailed during this time in Canada. The board of directors recognized as an immediate need the establishment of a central administrative office for Sport Alberta. On January 30, 1971, Sport Alberta's board agreed to prepare a brief to government seeking its assistance in setting up such an office (Sport Alberta, Board Minutes, January 30, 1971).[12] By March 5, the brief had been prepared and the board awaited a hearing with the Minister (Board Minutes, March 5, 1971).

Thanks in large measure to a provincial election called during the summer of 1971 and the subsequent reshuffling of new personnel into various offices and positions by the new Progressive Conservative government, a delay in the response to the Sport Alberta brief was unavoidable. Finally, in correspondence on November 15, 1971, from the Honorable Horst Schmid, Minister of the new Department of Culture, Youth, and Recreation, it was suggested that ". . . in readiness for the expected financial support, the secretary write to the Department . . . requesting assistance in the preparation of a job description for the executive-director for the permanent office of Sport Alberta" (Schmid, 1971). In March of 1972, President Lucas reported that the Honorable Mr. Schmid had offered to provide Sport Alberta with everything necessary to set up a full-time office to be located within the complex of offices of his own Recreation Branch on the 14th floor of the CN Tower in Edmonton. The offer included an office for the executive-director, area for a secretary, office equipment, and duplicating, postage, and telephone answering services. As well he offered outright and "for one time only" a grant of $20,000 to enable Sport Alberta to establish the position of an executive-director (Board Minutes, March 22, 1972). In the same report it was minuted that "There is no commitment on the part of the government to renew this grant but the Minister is anxious that Sport Alberta succeed and Mr. Lucas believes that further grants will be forthcoming" (Ibid.).

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[11] For example, at the November 21, 1970, Formation Meeting, four discussion groups had focused attention on position papers dealing with registration of coaches and officials, communications, publicity, fund-raising, duties of an executive director, computerized registrations, Alberta games, and a central sports and recreation complex.

[12] Hereafter in this Chapter reference made to Minutes of Sport Alberta's board of directors meetings will be abbreviated to "Board Minutes."

Government's offer was readily accepted and board member Ron Ferguson was empowered to proceed with the hiring of a secretary and to advertise for an executive-director. Mrs. Rae Shaw was hired almost immediately as Sport Alberta's first secretary. The new office was opened in April of 1972 within the Department of Culture, Youth, and Recreation's suite of offices on the 14th floor of the CN Tower. In May of 1972 a selection committee of Ron Ferguson, Bob Lucas, and Don Smith offered the position of Executive-Director to Glenn Gray, a noted Alberta curler (Romaniuk, 1978). His acceptance completed the provision of a full administrative team for the provincial collective.

Gray immediately undertook all of the general administration of Sport Alberta's central office. He provided the board with weekly reports of his time and efforts expended on their behalf in the execution of Sport Alberta's policies. A significant portion of this time was spent working towards the successes of major fund-raising schemes such as SPORTS-TOTO, sustaining memberships, and commemorative medallions in cooperation with Gulf Oil, the Edmonton Eskimos, and other independent coin promotions (infra. p.132).

An interesting feature of Gray's contract was that he was to pursue within the private sector outright donations to Sport Alberta (Romaniuk, 1978). As part of an incentive-reward system he was offered a commission or finder's fee amounting to 12½ per cent on all revenues generated from these donations. In an undated report submitted to the board in September it was suggested that ". . . approximately $4,000 has now been raised through donations and a good estimate for the rest of the year might be $10,000 to $15,000" (Board Meeting, September 29, 1972). In the budgets proposed for 1973-74 it was stated that expected actual donations for 1972-73 was $4,200 but continued to project possible revenues from donations for 1973-74 at $10,000.

Glenn Gray continued in the role of executive-director until after the Annual General Meeting of 1973. One of the reasons suggested for his resignation was the fact that, ". . . we couldn't pay him all that much, and the donations just didn't come in like we expected" (Romaniuk, 1978). However, another suggested that a personal move to a new home and occupation in Drumheller was the more appropriate reason for Gray's departure (Lucas, 1980).

Constitution and By-Laws

One of the earliest of undertakings by Sport Alberta's board was to finalize a constitution and a set of by-laws for the organization. At the Founding Meeting the Steering Committee had prepared a draft set of by-laws for the Alberta Amateur Sports Federation. Upon a motion by E. Corbett and G. Elliott the assembly accepted in principle the draft by-laws and referred them to the board of directors for action ("Proceedings," Formation Meeting, 1970:5). Subsequent discussion of various aspects of the by-laws ensued during part of every board meeting in 1971, centering around wording that might be appropriate and acceptable to the membership and adequate to enable Sport Alberta (Amateur) to become registered under the Alberta Societies Act, R.S.A. 1970, as a non-profit society. After the last modifications were agreed to at the December 4, 1971, meeting of the board, a final draft, dated December 7, 1971, was prepared and circulated to the membership of Sport Alberta. At an extraordinary meeting of the membership called for the evening of February 11, 1972, specifically to deal with the issue of the by-laws, the membership gave its blessing both to the by-laws and to the Application for Incorporation (Minutes, Annual General Meeting, 1972).

Of particular moment to this study is the formalization of the Objects of the Society, approved at the 1972 Annual General Meeting. They were:

a) To promote amateur sport in the Province of Alberta.

b) To act as a forum for the exchange of members' views.

c) To act as a liaison with government agencies and to bring before the Provincial Government such recommendations as are approved by the Society.

d) To correlate the efforts of all amateur sports governing bodies in Alberta in stimulating interest in amateur sport.

e) To assist in the development, organization and execution of an Alberta summer and winter Games (Application, The Societies Act, 1972).

Thereafter, the board proceeded immediately with its application and on April 10, 1972, Sport Alberta (Amateur) was formally registered under the Societies Act in Alberta (Ibid.).

Internal Communications

Sport Alberta's board acknowledged early their obligation to keep the membership of the body informed of various happenings in sport and within the Board of Directors. In June of 1971, director Ron Ferguson volunteered to undertake, for six months, the editing and distribution of a monthly bulletin (Board Minutes, June 12, 1971). Essentially it was designed to convey information so that the membership could learn about their federation and about its function. However, the initial enthusiasm for the project waned quickly. A combination of outside pressures of home and vocation and the realities of the drudgery and frustrations experienced by most amateur publishers, served to make the success of the bulletin sporadic at best (Fisher, 1978; Ferguson, 1978). Essentially it was little more than a mimeographed information broadsheet of the most inexpensive variety. It outlined in encapsulated form business dealt with by the board of directors, undertook to introduce respective board members, presented "news" about sporting events upcoming, and presented the readers with any major issues which would require either input from member associations or decisions by them at annual general meetings. Issues were prepared and distributed in July and August of 1971 and in January and April of 1972.

After Glen Gray's appointment as Executive-Director in May of 1972, he undertook to take over the publishing of the Bulletin. Issues followed in September, October and

November of that year. Circulation grew steadily (650 in October, 700 in November) and, as noted in March of 1973, that ". . . because of the load at the Centre, the February issue would become February/March issue of 800 copies" (Board Minutes, March 8, 1973).

Obviously the board was pleased with the Bulletin and excited about both its successes to date and its future potential. Discussion followed concerning the possible creation of a top-quality sports newspaper or newsmagazine that could be sold on the public newstands (Ibid.). The idea was considered a good one and was listed as a programme idea for discussion at the upcoming 1973 Annual General Meeting.

Alberta Games

The matter of a provincial games for amateur sport was an issue of prominence at some of the earliest of discussions concerning a provincial sports federation (Ganske, 1978; Neill, 1978; Romaniuk, 1978; Smith, 1978; Van Vliet, 1978). The first Canada Winter Games had taken place in Quebec City in March of 1967 and had captured the imaginations of leaders in both politics and sports. During the Provincial Sports Governing Body Seminar held at Lister Hall in Edmonton in September of 1967, the following recommendation was studied and voted on:

> The Department of Youth should consider subsidizing an Annual Alberta Games Tournament, held alternatively in July for summer games and in January or February for winter games. Competitions should be held in larger centres. Sponsorship should be shared by the Department of Youth, Athletics Division and the host

> municipality. Respective Sports Governing Bodies should assist to organize and conduct tournaments ("Proceedings," Provincial Sports Governing Body Seminar, Edmonton: Department of Youth, 1967:6).

And at the Formation Meeting of Sport Alberta held on November 21, 1970, one of the position papers presented and discussed at length dealt with the notion of ". . . regional and provincial competition for those athletes who do not participate in Senior Canadian events" ("Proceedings," Formation Meeting, 1970).

As a result, in the first draft of the by-laws of the Alberta Amateur Sports Federation, accepted in principle by the meeting, was included the objective:

> To establish technical criteria for the Alberta Summer and Winter Games and to receive for consideration bids from areas to hold the Games (Sport Alberta (Amateur). By-Laws, Article 4(e).

By the time the by-laws had been finalized in preparation for the application for the incorporation of Sport Alberta, this article had undergone some revision:

> To assist in the development, organization and execution of an Alberta summer and winter Games (Application, The Societies Act, 19-2).

Tangible evidence of progress on this issue was forthcoming at the board of directors meeting of June 4, 1972, when President Lucas announced that he had accepted an invitation from Dwight Ganske, Supervisor of Athletics in the Government's Department of Culture, Youth, and Recreation, to have Sport Alberta meet with them to discuss, among other things, Alberta summer and winter games (Board Minutes, June 4, 1972). By July 5, Lucas had met twice with Ganske and an interim committee had been formed with Sport Alberta playing a prominent role--Lucas was Chairman. Further, Lucas was given the authority to appoint two representatives from Sport Alberta to this Alberta Games Committee (Board Minutes, July 5, 1972).

Lucas was able, at the September 29, 1972, meeting of the board, to report that there was hope that the first summer games would be held in 1973. However, nought else came to pass that year. The matter was "in the works," proceeding normally along channels within the bureaucracy of government. The personnel in the Department of Culture, Youth, and Recreation pursued the matter internally for a while ". . . without a great deal of success" (Ganske, 1978). The matter rested pending a decision by the Cabinet and the Minister.

In the meantime plans for Sport Alberta's second annual general meeting slated for April 7, 1973 were going ahead. A frustrated board of directors agreed on March 8, 1973 to present to the delegates a proposal that Sport Alberta proceed with an Alberta Summer and Winter Games (Board Minutes, March 8, 1973). The proposal expressed doubt and concern over the government's lack of action, suggested the Games could begin in 1974, enumerated several committees that would be required in the organization of such an undertaking, and even listed several potential sources of funding for the project through both provincial and federal government grant programmes.

In spite of all of these efforts by the board of directors it was to take some two more months and the personal intervention of a newly-elected board member, Ron Butlin, before real progress on a provincial games was made.

Sports Administration Centre

During 1972 the Sport Alberta office in Edmonton developed its administrative capacity rapidly. Within the first six months of its operation, the board of directors was in receipt of a detailed report of a vigorous and thriving central office (Board Minutes, November 8, 1972). These were exciting times in the administration of amateur sport across Canada. Sophisticated systems of support services for sports were being set up in cooperation with provincial sports federations in several provinces (Sport Alberta. "Administrative Centre Brief," 1973). Whilst not necessarily the first to be established, the centralized Sports Administrative Centres in Ontario, Quebec, and Newfoundland served as models studied and, in varying degrees, emulated by other provinces. At the same time the federal government had launched its direct involvement in sport administration with the establishment of the National Sports Administration Centre in Ottawa (Munro, 1970).

In Alberta during the summer and fall of 1972, a number of provincial sports and recreation associations had made their needs known to the Honorable H. A. Schmid, Minister of Culture, Youth, and Recreation (O'Donnell, 1978; Romaniuk, 1978). In response to these expressed administrative requirements the government acquired the old Mission Park School in St. Albert and, over the winter of 1973, carried out extensive renovations under a Winter Works Programme Grant (O'Donnell, 1978). By July of that year the building was ready for occupancy and, on September 15, it was formally dedicated to the memory of the late Dr. Percy Page, coach of the world famous Edmonton Grads basketball team and Lieutenant Governor of the Province of Alberta.

As early as September of 1972, President Lucas reported to the board on discussions he had entered into with the government regarding an administration centre for recreation associations to be located in St. Albert. Concern was then voiced that control of a central support services office might be taken from Sport Alberta (Board Minutes, September 29, 1972) yet the board reaffirmed its support for the notion and gave encouragement that plans be developed ". . . providing that Sport Alberta take on the number one role in the administration" (Ibid., p.8).

In January of 1973, the government's decision to go ahead with the Mission School property as an administrative centre for provincial recreation associations had been finalized and publicized. Sport Alberta's board expressed immediately their deep concern over the decision reached by government ". . . without the agreed-to consultation with Sport Alberta" (Board Minutes, January 28, 1973; Romaniuk, 1978; French, 1978).

At the board meeting immediately preceding the second annual general meeting on April 6, 1973, Lucas again reported on correspondence received from the government inviting Sport Alberta to participate in the administrative centre in St. Albert. That same day Sport Alberta submitted to the government a brief regarding their perspectives of how they might be integrated within the management of the future centre (Sport Alberta. "Administration Centre Brief," 1973). The brief called for a wing of the new centre being set aside for the sports governing bodies, that Sport Alberta plus five current members be provided with offices there in 1973-74, that six additional sports bodies be included in 1974-75, that funding be provided for a full complement of hired personnel including maintenance people, executive or technical directors for the resident associations, a full-time secretary for Sport Alberta and three clerk-stenographers for the five sports associations and, most significantly, that Sport Alberta be responsible for the administration in the sports wing or section. A complete budget necessary for the implementation of these recommendations, amounting to $172,871.13, was attached.

As will be seen later, Sport Alberta's protestations were effectively dimmed and eventually lost in the excitement of the government's decisions regarding the Alberta Summer Games programme.

Central Registry

Sport Alberta turned its attention but briefly to the matter of computerized central registrations of athletes, coaches, and officials. At the Formation Meeting of the collective in November, 1970, the position paper suggesting that centralizing and computerizing registrations might have merit had been well received. The new board was given direction to look into the matter. In January of the next year, Ron Ferguson and Stu Peppard were appointed as the committee to perform this task (Board Minutes, January 30, 1971). On March 5 the board approved a draft of a short questionnaire and agreed to ask the government's Department of Youth to mail it to all provincial sports associations.

The questionnaire asked essentially three questions: (1) would such a computerized central registry system be of value to the organization, (2) what information would the organization require from the athlete registering, and (3) what categories of responses would be useful for the organization. On June 12, 1971, Ferguson reported that only sixteen replies had been received and, of these, twelve had stated they thought a computerized central registry would be of value to their organization.

The records indicated that the report was received and filed and that no further action was taken on this issue.

Fund Raising and Relations with Government

During these years of consolidation the Board of Directors of Sport Alberta were almost continually confronted by the spectre of having very little funds available with which they were to manage the society. Membership fees had been set at the Founding Meeting at $25 per association.

However, the few hundreds of dollars that were received from this source did not provide much in the way of a substantial financial base for a provincial federation supposedly representing all sports governing bodies in the province.[13] The board recognized this as a major difficulty from the day it held its very first meeting (Romaniuk, 1978; Neill, 1978).

Efforts to overcome the problem were initiated for grants from the Provincial Government and through project ideas and schemes to generate income in the private sector.

There is little doubt that the leadership in government had been most encouraging in the very creation of Sport Alberta (Ganske, 1978; Neill, 1978; Romaniuk, 1978; Smith, 1978; Van Vliet, 1978; Woytiuk, 1978; Zemrau, 1978). Besides being merely sponsors for the three provincial seminars which were held leading up to the formation of the federation, government personnel were active on a personal level in voicing encouragement of the notion of a provincial collective ("Proceedings," Provincial Sports Governing body Seminars, 1969, 1970).

One of the first tasks undertaken by the board of directors had been to put together cost estimates of various programmes, programmes which had been suggested in response to the direction from member organizations at the Formation Meeting. Estimates of expenses for the first year of operation alone were listed at more than $44,700 (Board Minutes, March 5, 1971).

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[13] At the first annual general meeting in February of 1972, it was reported that income from memberships totalled $725 from 29 organizations. By April of 1973, the membership had risen to 60 associations thus providing revenues of $1,500 from membership fees. Throughout its history Sport Alberta failed to raise substantially larger sums than this through the assessment of membership fees.

It is therefore neither surprising nor difficult to understand that the new federation should first turn to government as a potential source of major support in its early years. At the board meeting of January 30, 1971, a subcommittee of Romaniuk, Nelson, and Elliott were charged with the responsibility of preparing a brief to the provincial government requesting substantial support in getting Sport Alberta established. By March 5, their brief had been completed and approved by the full board of directors. President Lucas, Romaniuk, and Ferguson were then delegates to present it, in person, to the Honorable Gordon Taylor, Minister of Youth (Board Minutes, January 30, 1971).

Before the Minister could affect a meeting with Sport Alberta officials, the province was thrown into the excitement and turmoil of an election. Peter Lougheed and his Progressive Conservative Party came to power and the ensuing alterations in the various Cabinet portfolios resulted in unavoidable delays in government action. By September the subcommittee reported that they were still waiting for a meeting with the new Minister on the matter of Sport Alberta's brief (Board Minutes, September 29, 1972).

At the same time, Sport Alberta's board discussed the first of the potential fund-raising schemes within the private sector. A proposal to embark on an "Industrial Membership Campaign" in cooperation with Riegel Publications of Edmonton was discussed and endorsed (Ibid.). The fund-raising scheme had Riegel Publications promote a campaign to sell a form of sustaining memberships in Sport Alberta to various companies and businesses throughout the province. The costs of the campaign were to be shared between Sport Alberta and Riegel and gross sales were to be split 60 - 40 per cent in Sport Alberta's favour. The agreement between Sport Alberta and Riegel Publications was signed on December 4, 1971 (Board Minutes, December 4, 1971).

The fund-raising scheme with Riegel Publishing turned out to be a total failure. The observation that "We made some money on it but not much" (Romaniuk, 1978B) was not supported in a review of the federation's every financial statement between December, 1971, and July of 1972. According to those records no revenues were received by Sport Alberta from the industrial memberships campaign. Finally, in frustration as much as anything (Tally, 1978), the board decided, after six months of effort, to formally cancel their agreement with Riegel Publishing Company (Board Minutes, July 5, 1972).

In October of 1971 the board revised its original brief to government for financial assistance. The new edition outlined the short history of Sport Alberta, noted some of the achievements the organization had enjoyed in its one year of operation, and acknowledged readily the severe limits in time and monies which faced each of the volunteer members of the board of directors. The brief was essentially an appeal to government for two things:

1. To provide professional full-time administrative assistance that a central office and an executive-secretary could provide. It requested that a grant of $34,100 be made available immediately by Order-in-Council so that such an office could be set up.
2. That the Minister of Culture, Youth, and Recreation begin negotiations aimed at making Sport Alberta financially self-supporting by 1977(Sport Alberta. "Brief to the Alberta Government," 1971).

As a document designed to substantiate a request for significant funding from the public purse, the brief was sadly lacking in outlining suggestions of what Sport Alberta planned to undertake as programmes either in the immediate future or in long range terms. This serious shortcoming was recognized immediately and a follow-up letter of support from Director Ron Ferguson to the Honorable Horst A. Schmid, Minister of Culture, Youth, and Recreation was drafted on October 18, 1971, (Correspondence, R. Ferguson to H. Schmid, October 18, 1971). Besides the issues mentioned in the formal brief it requested negotiations begin between Sport Alberta and the government on:

1. The acquisition of the soon-to-be-phased-out Armed Forces Base at Penhold as a sports training centre.
2. The computerized central registry.

3. The Sport Alberta newsletter.
4. The establishment of Alberta Games.
5. A location for the Alberta Sports Hall of Fame.
6. The establishment of an endowment fund to assist in the promotion of grass-roots programmes.
7. The establishment of a scholarship programme for deserving youth.

The letter went further than merely suggesting these broad programme dimensions for Sport Alberta. It provided, for the first time, several ideas that could have been both potentially lasting and substantial as sources of revenue for the collective. The Ferguson letter requested governmental assistance to:

1. Establish and run a provincial lottery scheme or to adjust the present guidelines to make it mandatory for the two major sweepstakes in Edmonton and Calgary to contribute a percentage of their profit to minor sport.
2. Adjust the liquor laws to allow contributions from breweries and distilleries to be given to minor sport.
3. Encourage a percentage of each professional sport admission ticket to be directed to minor sport.
4. Establish the mechanics to allow Sport Alberta to be tax deductible at the provincial level.
5. Encourage involvement by industry in Alberta in minor sport.

Sport Alberta this time did not have long to wait for a reply from government. On November 15, in a response from the Honorable Minister, they were informed that no extra funds were available in the current fiscal year but ". . . as per your request we shall endeavour to place funds in the amount of $34,100 in the estimates for the 1972-73 fiscal year" (Correspondence, Schmid to Sport Alberta, November 15, 1971).

At the same time (December 4, 1971) that Sport Alberta's board was embarking on its first private sector fund-raising scheme with Reigel Publishing, a second major scheme was being presented to them called SPORTSTALLY (Board Minutes, December 4, 1971). Essentially SPORTSTALLY was a major lottery system in operation at that time in the Province of Manitoba. It consisted of an ongoing lottery based on scores of weekly games in either the Canadian Football League or the National Hockey League. Tickets were to be sold by sports clubs across the province, special SPORTSTALLY television programming would provide ticket purchasers with their "game score" before the designated game, and ticket holders could then enjoy the game and "play" in the lottery at the same time. Administration of the programme was to be handled, at reasonable cost, completely by the Manitoba office. Sport Alberta's role would simply be to have its provincial network of sports associations, clubs, teams, and players sell tickets each week (SPORTSTALLY Brochure, undated).

Based on ticket prices of $1.00 per week, weekly sales of tens and hundreds of thousands, and suggested prizes in the order of $500 and $1,000 each week, the expectation of revenues for Sport Alberta were considerable. The board agreed to study the SPORTSTALLY scheme and, if the majority favored it, to proceed with it immediately.

However, the first meeting of the new 1972-73 board of directors was informed that the Attorney-General's office of the provincial government had examined the SPORTSTALLY scheme and refused to permit it to operate in Alberta. President Lucas stated, however, that negotiations on the matter were continuing (Board Minutes, March 22, 1972).

By June 4, 1972, little progress had been achieved in discussions with the government. Yet, the board, once again, affirmed its support for the project and passed a motion that the matter be pursued with the Attorney-General (Board Minutes, June 4, 1972). A second refusal by the government office for the scheme was reported in July (Board Minutes, June 5, 1972) and, finally, a formal motion by Don Smith and John Plantinga to drop the SPORTSTALLY idea was approved in September (Board Minutes, September 29, 1972).

It appears that, regardless of the disposition towards SPORTSTALLY by the Attorney-General, at least one other government department was sufficiently interested in and impressed with the potential in the scheme for raising funds. At the annual general meeting of 1972, President Lucas reported on an informal meeting he had had with the Minister of Culture, Youth, and Recreation (Minutes, Annual General

Meeting, 1972). The Minister had offered a grant of $1,500 so that a Sport Alberta office could be opened immediately. Further, he proposed that a loan for $34,100 be made to the federation so that staff could be employed and they could, within three or four weeks, establish a fund-raising programme. The loan would be repayable within one year from funds generated through SPORTSTALLY or some other such scheme (Ibid., p.4).

The reaction by delegates to these reported offers by the Minister was predictable as they gave their new board the authority to proceed in negotiations for either a grant or a loan from government. Whether it was the security implied in the significant sums of potential revenue from SPORTSTALLY or not, these negotiations were successful and, in March of 1972, Sport Alberta received a $20,000 grant from government to establish a central office.

During the spring and summer of 1972, the board of directors considered a variety of money-raising ventures, none of which was particularly successful.

A plan to sell "Sustaining Memberships" in Sport Alberta through E. J. Enterprizes was a failure. It resulted in but three responses--all negative--to a mailing campaign of over 200 letters to businesses in Calgary (Board Minutes, June 4, 1972). The first of the souvenir coins programmes, these from Sherritt-Gordon Coins and J. and W. Emblematic, were brought to the board on July 5, 1972, but nought came of the ideas. Suggestions to promote the sale of commemorative coins at provincial and national championships in Alberta, a Gulf Oil "Wheel-of-Fortune" idea, the sale of a commemorative coin for the Edmonton Eskimo-Grey Cup promotion, and the repeated calls for a simple provincial raffle were recorded but never acted upon.

In September of 1972 a second major interprovincial lottery scheme, based on professional hockey game scores and emanating from Manitoba, was presented (Board Minutes, September 29, 1972). SPORTSTOTO was an improved version of the earlier SPORTSTALLY scheme and was operated by the Manitoba Sports Federation. Through a comprehensive mail-order operation it was, by then, already well established in several provinces in Canada.

Sport Alberta officials were provided with a comprehensive study of SPORTSTOTO done by the Canadian Amateur Sports Federation (1972) and, as well, copies of a letter from G. Simonis, President of SPORTSTOTO, to D. Jesse, Executive-Director of the national sports federation (Correspondence, G. Simonis to D. Jesse, January 21, 1972) which provided details of the methods and the requisite formalities for operating the lottery scheme in Alberta.

President Bob Lucas suggested that, in his discussions with the Attorney-General, SPORTSTOTO would likely be approved (Board Minutes, September 29, 1972:2). Once again the board of directors became enthused and afforded SPORTSTOTO their support. And, once again, commencement of the plan was delayed while it was under the scrutiny of the office of the Attorney-General (Board Minutes, November 8, 1972, and January 28, 1973). And, once again, the idea was eventually dropped by Sport Alberta's board (Board Minutes, March 8, 1973).

In all of these vain attempts at establishing some financial base, there was but one brief success. Sport Alberta, under the direct management of its executive-director, Glenn Gray, undertook to sell souvenir coins commemorating the exciting first Canada-USSR hockey series during September and October of 1972. The federation obtained 5,000 of the coins at an outlay of $1,736 (Board Minutes, September 29, 1972) and succeeded in reporting a net profit of $4,408.39 in figures released at the March 8, 1973 board meeting

Alberta Sports Hall of Fame

During the years of consolidation, Sport Alberta undertook one other project that bears recording here. On June 12, 1971, the board of directors was informed that the Amateur Athletic Union of Canada (Alberta Branch) was anxious to relinquish its obligations and responsibilities for the Alberta Sports Hall of Fame.[14] Started in 1959, the Hall of

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[14] The Amateur Athletic Union of Canada was formally terminated in 1970. This reference to a continued life in its Alberta section can only be attributed to the personal commitment to those collective ideals held in such high regard by those who had been leaders in the AAU of C in Alberta. For a detailed analysis of the complete history of the AAU of C see K. Lansley, "The Amateur Athletic Union of Canada and the Changing Concepts of Amateurism." Unpublished PhD Thesis, University of Alberta, 1971.

Fame, by mid-1971, had a total of sixty-three teams and individuals honoured as members (Romaniuk, 1978). The board gave its consent to taking over the management of the Hall and this action was formalized by September of that year. Alex Romaniuk, one of the charter members of the board of directors, was elected Chairman of the new Hall of Fame Committee (Board Minutes, September 18, 1971).

When Sport Alberta assumed jurisdiction over the Hall of Fame it was housed on the premises of Molson House in Edmonton. However, by June of 1972, Molson's claimed that the Hall had become too large for them to accommodate and asked Sport Alberta to move it to more suitable quarters. This was not accomplished and the photographs, scrolls, and other memorabilia that makes up the Sports Hall of Fame were packed away and stored (Romaniuk, 1978).

The Butlin Years 1973-1977

About the time of the annual general meeting in the spring of 1973, a set of related events were to occur which would prove to be the most significant in the history of Sport Alberta. Within a month of that annual meeting, the central administration of the federation was to go through the unsettling experience of losing its executive-director and, at the same time, Ron Butlin was to begin his association with Sport Alberta. The complex development of this association would see the federation reach dizzying levels of successes within the programme of provincial summer and winter games and, also, within a very few years produce a conflict between the principals of such crippling proportions that Sport Alberta would be pushed to the brink of disintegration.

But for the fact that the April 7, 1973, annual general meeting elected Ron Butlin to Sport Alberta's board of directors, the meeting was without any special significance. It is recorded in the minutes of that meeting that there was considerable discussion about whether or not the assembly needed to, because of the fact that this was the first annual general meeting since incorporation of the federation, elect a totally new slate of executive officers and directors (Minutes, Annual General Meeting, April 7, 1973:5). It was finally decided that such was the case.

Elected for one-year terms (and all by acclamation) were: President, Bob Lucas; Vice-President, W. D. Smith; Secretary, George Stewart; Treasurer, Greg Spiers; and Director, Ron Butlin. Directors elected for two-year terms included Joan French, Alex Romaniuk, Bob Ferguson, John Plantinga, and John Belmont.

Few resolutions approved at the business meeting portion of that annual general meeting were of particular moment to the future of Sport Alberta, save one: "That Sport Alberta strike a committee of five to begin to plan for the Alberta Games" (Ibid., p.5). That same day, at the inaugural meeting of the 1973-74 board, Ron Butlin was appointed Chairman of Sport Alberta's subcommittee on the Alberta Games (Board Minutes, April 7, 1973).

At the next meeting of the board, May 2, 1973, Glenn Gray's resignation was formally accepted. An in camera session to discuss a new executive-director records Butlin's suggestion that there was now a need to redefine the job responsibilities of that role. Butlin is recorded as stating his personal belief in the executive-director being primarily responsible for administering Sport Alberta programmes ". . . such as having a heavy involvement in the Alberta Games, rather than being responsible for fund-raising activities as in the past" (Board Minutes, May 2, 1973:2). It was generally agreed by the board that the recent actions of the Department of Culture, Youth, and Recreation suggested the government's interest in a sustaining grant for Sport Alberta and, thus, there would no longer be a need for the executive-director to concern himself with fund-raising for his own self preservation.

Later in the meeting and as Chairman of the Alberta Games Committee, Ron Butlin gave a report on his progress. It was enthusiastically received by the board when he,

> advised that he had met with the Minister of Culture, Youth, and Recreation and that Mr. Schmid reiterated his interest in the Alberta Games Program. Mr. Butlin again expressed his belief that 1974 Alberta Games was a sort of concrete project needed by Sport Alberta to obtain the full backing of the Provincial Government and the continued support of the sports associations.
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> Mr. Butlin advised that although no committee had been struck, he planned to do the bulk of the organizational work in Calgary as a matter of convenience (Ibid., p.4).

The board's enthusiasm and encouragement are expressed in the follow-up suggestion by Spiers that Butlin be given a petty cash budget of $250 for the Alberta Games project for that fiscal year.

The main agenda item that had to be dealt with at the following meeting of the board on June 25, 1973, was to find a replacement for Glenn Gray. Eleven candidates for that position had been selected for interviews. Board discussion centered around those competencies which would be required in the successful candidate such as, administrative ability to manage the Alberta Games and other projects such as the Hall of Fame, fund raising, promotion and public relations, and to supervise the clerical staff. A salary of $9,000 per year with a possible $1,200 performance bonus was also suggested (Board Minutes, June 25, 1973).

George Stewart then proposed three "types" of administrator that he saw being required by Sport Alberta. Alex Romaniuk recommended a fourth type and suggested,

> that a $10,000 fund be paid to Mr. R. Butlin to set up an office primarily to produce Alberta Games (Ibid., p.2).

Butlin is recorded as speaking to that suggestion, clearly presenting his views of what the job would entail over the next two years. He informed the body that, if hired, he would have to work out of a Calgary office, that he would not be involved in fund raising, and that he would concentrate his efforts on the development of governmental relationships.

Director John Plantinga is minuted as being concerned about an ongoing responsibility for the Edmonton office but apparently he was assuaged in assurances from President Lucas that those details could be "worked out" (Ibid., p.2).

An enthusiastic motion by Stewart and Ferguson was then Carried Unanimously:

> that the Board of Directors accept the recommendation of Alex Romaniuk that Ron Butlin be engaged to act as Executive-Director with prime concern for the promotion of the Alberta Games (Ibid.).

Beside the excitement of the moment generated by the enthusiastic leadership of fellow Director, Ron Butlin, in his efforts to both finalize negotiations on the Alberta Games and manage the federation as an executive-director, most of the other matters attended to by the board during the remainder of 1973 paled and became rather mundane.

At the first board meeting after the annual general meeting, Romaniuk announced that plans for Sport Alberta's first Hall of Fame Dinner were set for May 17 (Board Minutes, May 2, 1973). It promised to be a prestigious affair with internationally famous Bunny Ahearne invited to be the guest speaker. However, because of what would have been extremely short notice for the membership of Sport Alberta, it was decided to postpone the dinner until the fall. In the minutes of the October 30 board meeting it is recorded that Romaniuk reported on some major difficulty in obtaining a "named" speaker so, once again, the dinner was postponed, this time to February. A further postponement then resulted in the Hall of Fame Dinner being held in conjunction with the annual general meeting in April of 1974.

During this time the subcommittee continued to seek a location for Sport Alberta's Hall of Fame. In October's board meeting, Romaniuk confidently announced that he was entering into negotiations with the Edmonton Exhibition Association Board and, in February, he announced that the Hall was to be permanently housed in the new Edmonton Coliseum.

The board continued to direct some efforts towards the publication of a quality newsmagazine which would have potential for sale on the public market. At the September 10 board meeting, John Belmont, appointed chairman of that "sub-committee," announced that plans were moving along well and that the first edition could be expected in October (Board Minutes, September 10, 1973:1). However, by the end of that month little more was completed, a progress report was received, and Belmont was directed to continue his study of the project and to report at the next board meeting (Board Minutes, October 30, 1973).

In the fall of 1973 some staff changes were noted. Reports of the executive-director submitted to the board on September 10 and October 30 noted the resignation of Rae Shaw as secretary and the addition of Carole Sharpe and Frances Brown to the office personnel. As well, Danny Woytiuk was introduced by Dwight Ganske as a new Sports Consultant with the Department of Culture, Youth, and Recreation. Ganske suggested that both he and Danny Woytiuk were available at any time to assist with the Games programme (Board Minutes, September 10, 1973).

Perhaps in reaction to the sharply critical nature of a special survey of Alberta's provincial sports organizations done during the summer of that year by Peter Usher (supra, p.19) the board expressed concern over the loss of some member associations from Sport Alberta (Board Minutes, September 10, 1973). They agreed, after lengthy discussion, that the responsibility for soliciting memberships, investigating qualifications and keeping records should be with the executive-director and, as such, they turned this matter over to Mr. Butlin.

In the meantime, Butlin was extremely busy with the planning for the Alberta Games. In September he notified the board that the Games were now the top priority objective of Sport Alberta, that he had attended the Canada Summer Games in Burnaby, and he announced that Alberta's first Summer Games were to be held in Calgary in August 22-24, 1974 (Ibid.). Butlin added that he had received heavy support for the Games from government, so much so, that his concerns expressed for substantial administrative costs to set up the Games requiring supplementary granting were being viewed ". . . most favorably by the Department of Culture, Youth, and Recreation," and that ". . . the Games were to be set up as a separate financial entity under Sport Alberta" (Ibid., p.2).

At the final board meeting of 1973, Butlin announced excellent progress being made in organizing the 1974 Games. Of particular interest was the addition of Diane Kirby and

John Plantinga to the Games staff as technical coordinators. Both were seconded to the Games Committee by their respective employers, the Calgary Public School Board and the Calgary Recreation Department. Kirby's principle function was both to liaise closely with the provincial sports governing bodies and to develop the sports technical package for the competitions. Plantinga, also a member of Sport Alberta's board of directors, acted as the coordinator in such areas of management as meals, accommodations, transportation, and general liaison with the host community (Hunt, D., 1978).

Another noteworthy announcement made by Mr. Butlin at that October meeting was,

> The Games Policy Committee has been formed . . . consisting of John Plantinga, Diane Kirby, Ron Butlin, Tom Humphrey (Alberta Schools Athletic Association), Dwight Ganske (Government of Alberta), Ken Townsend (Alberta Recreation and Parks Association), and Phil Kueber (representing private business section). Representations from the City of Calgary and Sport Alberta are to be named later (Board Minutes, October 30, 1973:6).

As directed, John Belmont presented to the board meeting of February 11, 1974, a complete and detailed analysis of the proposal for a Sport Alberta newsletter. The minutes record there was "much discussion" about the proposal, particularly in those aspects dealing with significant costs. And, because of reservations about the proposed $1,500 cost of an editor, a lack of guarantees regarding the relationship between space for advertising and editorial comment, no provisions having been made for Sport Alberta to reap any profits over the cost of publication, and a fifty per cent cut "off the top" to the Provincial News for distribution (Board Minutes, February 11, 1974) Belmont was directed "back to the drawing board" to try to negotiate a better deal for the federation.

In a different programming thrust, the board received reports on "largely successful" seminars sponsored by Sport Alberta purely as a management consultation service for member associations. The evening seminars were held in Calgary on December 3 and in Edmonton on December 4, once again guided by the chairmanship of John Belmont. One hundred and ten persons from more than twenty provincial associations participated and plans to hold a second evening seminar in each city later in February of 1974 were laid (Ibid.).

The planning for the 1974 Summer Games in Calgary continued to move along from one success to another under Butlin's guidance. By February, Butlin was able to report the establishment of a new Games office with full-time staff, a Games programme of competition involving twenty sports, pre-Games playdowns throughout seven zones of the province, the possibility of a Games sourvenir programme being produced, and the Games Policy Committee having set out philosophy, criteria for eligibility, rules and regulations for competitions, and terms of reference within which all sports were to operate. The enthusiasm and support of the board for Mr. Butlin and all his efforts soared with his reporting of additional government funding of $20,000 for publicity for the Games and his pronoucement that the Department of Culture, Youth, and Recreation had stated their wishes to keep the Games an ongoing event and that Sport Alberta would have Summer Games in 1975 and Winter Games in 1976 (Board Minutes, February 11 and 27, 1974).

The confidence of the board was exhibited clearly in two formal motions at their February 11 meeting:

> Motion: Spiers, Romaniuk that Sport Alberta authorize the Alberta Summer Games Committee to open a bank account in the name of the Alberta Summer Games at the Royal Bank of Canada at 6th Avenue and 6th Street S.W. Calgary . . . with signing authority to be two of Ray Barry and/or Grant Buchanan together with Diane Kirby and/or Ron Butlin.

and

> Motion: Spiers, Romaniuk that the Sport Alberta Treasurer be authorized to turn over funds designated for the Alberta Summer Games to the Alberta Summer Games Committee as received from the Government of Alberta (Board Minutes, February 11, 1974:2).

Both motions were recorded as "Carried Unanimously."

And, at the same meeting, the board deemed it appropriate to show their gratitude in more concrete terms by unanimously approving honoraria for both Butlin and Frances Brown, by now Butlin's secretary in the Games office, in the amounts of $5,000 and $1,000 respectively.

Up to this time, Ron Butlin had carried out the duties of executive-director on a one-year appointment by the board of directors of Sport Alberta. In April of 1974, the board was to alter that rather tenuous relationship in a manner that was to have profound consequences for the federation.

At the board meeting immediately prior to the 1974 annual general meeting, President R. Lucas was authorized to meet with R. Butlin concerning a three-year contract "proposed to Sport Alberta by him," to negotiate the terms of the contract, and, if deemed advisable, to sign the contract on behalf of Sport Alberta (Amateur). Further, it was noted that, should this agreement with the executive-director be ratified, Mr. Butlin would resign as a director of Sport Alberta (Board Minutes, April 5, 1974:2).

Negotiations were concluded and on April 15, 1974, a three-year Memorandum of Agreement (hereinafter referred to as "the contract") was signed by both President Lucas on behalf of Sport Alberta and Butlin. Butlin was named to be the Executive-Director of Sport Alberta (Amateur) for a period from April 1, 1974, to March 31, 1977 (Memorandum of Agreement, April 15, 1974). The nine separate clauses in the contract included:

1. That the Executive-Director's salary would be a minimum of $27,000 per annum.
2. That the Executive-Director would have the control and operation of the total Operating Budget of Sport Alberta.
3. That the Executive-Director would post a bond of $15,000 paid for by Sport Alberta.
4. That the Executive-Director would have the authority to hire technical and secretarial staff for Sport Alberta and that they would be responsible to him.
5. That the Executive-Director would be the direct liaison between Sport Alberta and the Government of

Alberta and particularly the Department of Culture, Youth, and Recreation.

6. That the Executive-Director would take on no new business under his companies' names as of April 1, 1974, in order to devote full time to his position as Executive-Director.
7. That the Executive-Director would bring about the Games, that he and his staff would devote their energies on the Games and, in the event there was other time at the disposal of the Executive-Director, then he could work on policy brought forth by the Board.
8. That the contract could only be broken by Sport Alberta in the event of misappropriation of funds by the Executive-Director.
9. That in the event that Sport Alberta could not carry out the salary commitment to the Executive-Director for three years, he would not hold the Board of Directors liable.

In correspondence to each board member, dated May 2, 1974, Butlin informed them that he and Bob Lucas had signed the Agreement on April 15. Further, he notified them that on May 10 he would be moving his office to the Alberta Building, 828 - 10th Avenue S.W. in Calgary ". . . space now being used for the Alberta Summer Games" (Correspondence, R. Butlin to Board of Directors, May 2, 1974).

On May 3, 1974, the Honorable Horst A. Schmid sent a memorandum to C. L. Usher, Deputy Minister of Culture, Youth, and Recreation, stating that he had agreed to provide Sport Alberta with sufficient funds to pay the salary of Mr. Ron Butlin as executive-director of Sport Alberta for a period of three years, commencing with the current fiscal year (Correspondence, H. Schmid to C. L. Usher, May 3, 1974). The amount paid was to be consistent with the agreement signed between Ron Butlin and Sport Alberta. He further stated that it was understood that Mr. Butlin's major responsibility would be the development and execution of the Alberta Games in each of the three years.

The forty-nine delegates attending the annual general meeting of Sport Alberta on April 6 and 7, 1974, must have been impressed with the excellent progress that their board had made in the past year. Lucas was able to report on new staff appointments, successful administrative seminars in Calgary and Edmonton, and the establishment of the Alberta Summer Games programme. Executive-director Ron Butlin provided the membership with an impressive list of accomplishments he had achieved in ". . . witnessing the birth of the Alberta Summer Games and having something to do with its conception . . ." (Minutes, Annual General Meeting, April 6 and 7, 1974:1). The added prospect of continued governmental support for the project ". . . on an annual basis . . ." with the resultant preplanning already underway for Games in 1975 and 1976 must have been exciting news for the delegates and won for the executive-director the fullest support of the entire membership.

In his report, Butlin went on to enunciate for the first time some concerns he had for the roles that the board of Sport Alberta might fulfill, roles that would leave him and his staff free to administer the Games programme and, at the same time, give board members something definite and different to do.[15] He suggested that the board could become an intermediary and an adviser between government and amateur sport in such areas as clinics, seminars, and in meeting the needs in sports administration for professional assistance. He felt that the board could be more involved with the private sector to gain financial and human resources for sport and with the Alberta Hall of Fame.

The membership could hardly have been but pleased with its federation and was, apparently, active in providing input for future direction for the board of directors. Some fifteen resolutions were approved at that annual meeting (Ibid.) essentially in minor modifications to the by-laws, in matters financial, and in future planning directions.

The financial resolutions called on the board to develop a funding and grants manual for the membership, to assist member associations in making applications for grants, to review and summarize the Alberta Lotteries Act and distribute the information to the membership, to report on what lotteries were then operating in which the members might participate as agents, and to examine a Sport Alberta lottery in order to support amateur sport. The planning resolutions directed the board to study both the interface between Sport Alberta, the membership, and the government and a communications system necessary for good decision making. A study of facility requirements, locations, and priorities was requested as was a study of professional assistance that might be needed and available to members. Finally, the membership directed the board to continue to explore with Reigel Publications a sportsmagazine for amateur sport and to encourage major Alberta newspapers to publish an amateur sports section, possibly weekly, under the banner of Sport Alberta.

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[15] This would be a recurring theme over the next four years as the relationships between Ron Butlin, the board of directors, and the government were to deteriorate.

The meeting concluded having elected five new members to the board including incumbents Alex Romaniuk, Bob Ferguson and Joan French and newcomers Harold Miller and Don Skagen.

During the latter months of spring, 1974, the abundant successes enjoyed by Sport Alberta in the development and planning for Alberta's first summer games became more and more obvious. Because of the increased scope and importance of the role being played by Ron Butlin, it was felt appropriate to change the title of his position from Executive-Director to Managing Director (Board Minutes, July 24, 1974; Romaniuk, 1978). However, the issue of whether or not he should stay on the board as an "active director" (supra, p.144) went unresolved.

On October 19, 1974, the managing director presented a major report to the board of directors of Sport Alberta (Board Minutes, October 19, 1974). In it, Butlin clearly outlined the vast dimensions inherent in the administration of the Provincial Games programme and how, of necessity, it dominated the time and energies of himself and the Games staff. Whilst he and his staff were engaged in Games work, he pointed out that there was still a vital role in the administration of the federation for the President and the board of directors. He identified an array of tasks that needed attention and he called on the board to become more involved. His list included administrative seminars, promotional campaign for the newsmagazine, the Hall of Fame, the Constitution and By-Laws of Sport Alberta, input into the Games, involvement of the membership in the Western Canada Lottery, and grants and private sector assistance. He reminded the directors of the resolutions dealing with finances and future planning that had, as yet, not been addressed. And, finally, he called on the board to be accountable to the membership via progress reports sent out regularly.

Besides being a document somewhat critical of the failure of the board to give evidence of accomplishments, it is of major significance here in that it highlights the growth and development of the bureaucracy created to administer a provincial Games programme. And, as may be expected, it shows the very close relationship developing between the senior administrative personnel in the Games office and the senior personnel in government. The resultant was to identify the appearance of a rift within the management of Sport Alberta.

It was not, however, the first time that the suggestion of a restructuring of Sport Alberta had been advanced. In April of 1974, the Final Report of the Commonwealth Sports Study (supra, p.21) had suggested the separation of the Alberta Games from Sport Alberta. It had recommended that an independent Alberta Games Council be set up to manage the Games and that Sport Alberta turn its efforts to the Sports Hall of Fame, to providing a provincial administrative centre for sports with regional offices, to raising funds for sports, and to providing a complete range of services of amateur sports (offices, secretaries, printing, medical, legal, accounting, public relations, promotion, library, technical, and a newsletter).

Although the board had been granted by the delegates to the 1974 annual general meeting the authority to appoint up to three "Directors-at-large" for a two-year term, they had not done so by March 5 of 1975. Further, they decided then not to do so until after the next annual meeting of the collective (Board Minutes, March 5, 1975). However, they did appoint two persons, Peter Valentine and Bill Shostak to fill temporarily the executive positions of Treasurer and Secretary (Ibid., p.1).

At the same meeting there was little evidence of any flagging of enthusiasm generally by the board for the efforts of its managing director. A motion by A. Romaniuk and R. Ferguson,

> that Sport Alberta (Amateur) amend the agreement between itself and Ronald Butlin by the following conditions with all other terms of the contract remaining the same:
>
> 1. that the financial remuneration for Mr. Butlin be increased each year by the inflation factor plus 3% and the agreement terminate on March 31, 1979, (the previous agreement terminated March 31, 1977). The inflation factor was 12% for 1974, therefore, Mr. Butlin's remuneration effective April 1, 1975, will be $31,050 minimum (Ibid., p.2).

was carried.

On May 3 and 4, 1975, more than sixty delegates representing thirty-two different provincial sports governing bodies and five multi-sport agencies gathered at the Palliser Hotel in Calgary for the Fourth Annual General Meeting of Sport Alberta (Minutes, Annual General Meeting, May 3-4, 1975). Sports Consultant, Danny Woytiuk, brought greetings from the new Minister of Recreation, Parks, and Wildlife, the Honorable Allen Adair.

This was to be a noteworthy meeting in that Bob Lucas announced his retirement as President of Sport Alberta and, as well, his withdrawal from more than twenty years in the administration of amateur sport. In his annual report to the Society, Lucas acknowledged the great successes in the Alberta Games programme but called on the assembly to direct its board and their energies on the other major objectives of Sport Alberta. In noting the primacy of the Games operation, he asked members to consider hiring an assistant to the managing director whose responsibility would be the St. Albert office and closer liaison with member associations. In expressing either fear or foresight, he recommended that the new President approach the new Minister with a view to the establishment of an advisory board on sports--one that would provide government with a closer ear to the needs of member associations. And he pointed out his belief that sports ought to have some input into how profits from the Western Canada Lottery were being spent (Ibid., p.1).

The report of the managing director to that annual meeting provides an interesting study, not so much in the information contained therein, but rather, as a clear illustration of a shift towards a very close relationship between the Games and the government and the development of ties at almost a personal level between Ron Butlin and the senior government personnel.

The report reviews the development of Alberta Games in Calgary in the summer of 1974, the second Summer Games slated for Red Deer that year, and the plans to soon announce the site for the 1976 Winter Games.

Butlin noted as well both his full-time personal involvement and his allegiance to government for the Games programme,

> As of April 1, 1974, I personally left the business world to become full-time Managing Director of Sport Alberta to bring about, for the Government of Alberta,[16] Alberta Summer and Winter Games (Ibid.).

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[16] The emphasis is this writer's.

He announced Games' staff changes with Frances Brown becoming his Administrative Assistant and Diane Kirby the Technical Director of Sport Alberta. He warned of the pending need for additional staff and that,

> I have had the green light from Government to do this and they will adjust their financial input into our budget accordingly (Ibid.).

Further, Butlin paid personal tribute to the contribution of the former Minister of Culture, Youth, and Recreation, the Honorable H. A. Schmid,

> Bringing about the first Games was not an easy task and Horst made a real significant contribution to these Games becoming a reality (Ibid.).

He noted a number of meetings he had had with Allen Adair, the new Minister of Recreation, Parks, and Wildlife, and that,

> Adair is both positive and with vision in his approach to amateur sport. I feel we will work well together for the mutual benefit of amateur sport (Ibid.).

At that 1975 meeting, during the sessions on Resolutions, the outgoing board was able only to report on their failure in efforts to develop a newspaper/newsmagazine. Lucas reported that the Sport Alberta News had begun in June of 1974 but that ". . . due to the complete lack of support by way of subscriptions purchased by Sport Alberta members . . . the enterprise had folded in October of that year" (Ibid.).

Resolutions that the incoming board study the recommendations of the Commonwealth Sports Study, act upon those areas where possible, and bring to the next annual meeting recommendations for action, were adopted by the assembly. The five resolutions dealing with matters financial that had been approved at the annual meeting of 1974 were reaffirmed, as were the four resolutions dealing with future planning (supra, p.147). New resolutions directed the incoming board to obtain specific information on the distribution of lottery profits from the Western Canada and Olympic Lotteries, to obtain a tax receipt number to enable donations to Sport Alberta to appear as deductions on income tax returns, to obtain and disseminate information on the breakdown of all monies granted to member associations by government, and to develop and circulate a five-year plan on fund-raising for Sport Alberta.

During the final business session the question of Sport Alberta having any authority in policy decisions with the Alberta Winter Games programme was raised. A member association (the Alberta Basketball Association) was then wanting to enter the Games with competition for age-class (13 and 14) competitors (Hunt, D., 1978). The Games Policy Committee, for a variety of reasons, wanted the classification to be "senior." In response to the question,

> Butlin advised that specific problems will be resolved between the individual sports and the Alberta Policy Committee who make decisions and regulations of the games (Minutes, Annual General Meeting, May 3-4, 1975:9).

The dominant image conveyed to the general public by the Provincial Games programme was clearly illustrated in the address made by Gordon Hunter of the Victoria Colonist, as guest speaker at the Sport Alberta Banquet held on the evening of May 3, 1975, in conjunction with the annual general meeting. It is recorded that he,

> spoke very warmly and enthusiastically of the work being done by Sport Alberta through Alberta Summer and Winter Games in bringing about mass participation for amateur athletes in the Province of Alberta and praised the volunteers who work so dedicatedly in amateur sport (Ibid., p.4).

At that same dinner, Joan French is recorded as presenting the first of the Chester Bell Memorial Awards to Mr. Tiger Goldstick of Edmonton. The award was developed by Sport Alberta's board and was presented for outstanding work done by a member of the media in the promotion of amateur sport.

The annual meeting of 1975 wound up its affairs with the election of the full executive. All four positions were filled by acclamation: President, Don Smith; Vice-President, Alex Romaniuk; Treasurer, Peter Valentine; and Secretary, Bill Shostak. Dennis Kadatz was elected a Director for a two-year term and Rob Hunt was elected a Director for a one-year term.

At the very first meeting of this new board, immediately following the annual meeting on May 4, a motion by Ferguson and Valentine ". . . that Ron Butlin be appointed to the Board" was carried unanimously (Board Minutes, May 4, 1975).

Although it is not evident as late as the fall of 1975 that the board of directors of Sport Alberta were unduly upset with the developing situation with their Managing Director and the Alberta Games, correspondence emanating from the office of Director, Sport and Fitness Branch of the Department of Recreation, Parks, and Wildlife over the early summer of that year would suggest at least some concerns were beginning to be felt there. In a letter from Dwight Ganske, Director of Sport and Fitness, to Ron Butlin, dated May 16, 1975, mention is made of discussions between the two for the need to get together to discuss several items vis-á-vis the relationship of Sport Alberta and the Government (Correspondence, D. Ganske to R. Butlin, May 16, 1975). Then, two months later, in a memorandum from Ganske to the Honorable Minister, Mr. Adair, dated July 8, 1975, some ten "comments" are made on Sport Alberta and the Alberta Games (Correspondence, D. Ganske to A. Adair, July 8, 1975). Among the ten comments were the following:

1. Reference made to the Department's almost exclusive dealings with Ron Butlin as the contact for Sport Alberta, instead of the "normal" procedure of dealing with the volunteer President on major policy items. The reason for this "abnormality" was stated to be a personality conflict between the Honorable Horst A. Schmid and Bob Lucas. The suggestion was made that the new President of Sport Alberta, Don Smith be the Department's major contact person on major policy items.
2. Reference made to the "awkward situation" where the Department grant for Butlin's salary goes to Sport Alberta and they pay him for this, he is in effect,

really not an employee of Sport Alberta in the strictest sense but, rather, is on contract to the Government.

3. Reference made to the fact that Ron Butlin has the responsibility for ensuring that the Games operate on the amounts of government monies allocated for that purpose.
4. Reference made to the role of the Sport and Fitness Branch in being the "major liaison" to Sport Alberta, the Alberta Games, Area Games, Canada Games, Olympic Games, and Commonwealth Games. It observed that Butlin has done most of the dealing directly with the Minister and the Deputy Minister.
5. Reference made for the need to clarify the role of various groups respecting Alberta Games, including Sport Alberta, Alberta Recreation, Parks, and Wildlife, Alberta Games Policy Committee, Chairman of the Policy Committee, and other government departments.

Except for minor issues the rest of the fall of 1975 was relatively tranquil in the life of Sport Alberta. There were some heated moments when it was announced in September that basketball would not be a sport in the programme of the 1976 Winter Games at Banff, but, in their place, the Policy Committee had decided on volleyball and team handball (Hunt, R., 1978). Butlin stated that this decision was arrived at because ". . . fiscal and physical facilities limited what sports would be included . . ." (Board Minutes, September 22, 1975:2). Rob Hunt, at that time both a director of Sport Alberta and President of the Alberta Basketball Association, claimed the decision had been taken merely because the Games Policy Committee had wanted to maximize television audience appeal and thus gain political advantage and that, in order to do this, had wanted most team sports to organize competition for senior levels (Hunt, D., 1978; Hunt, R., 1978). The Basketball Association felt that the Games would best serve their interests if competition was limited to age-class competitors (13 and 14 years of age). Hunt requested and was granted an appeal to have the board of Sport Alberta review the decision (Board Minutes, September 22, 1975) however, Butlin reported no change when the board next met in November (Board Minutes, November 5, 1975).

Alex Romaniuk, Chairman of the Hall of Fame subcommittee continued to report little progress on the acquisition of a permanent location for the Hall. In September he had reported that the Hall would definitely be housed in the Edmonton Coliseum (Board Minutes, September 22, 1975), but, by November, he reported on discussions underway with the City of Edmonton with a view to the Hall being included in the new Convention and Culture Centre (Board Minutes, November 5, 1975).

Ron Butlin once again broached the subject of a reorganization of Sport Alberta and his belief that the Alberta Games be separated from it (Ibid., p.3). And, once again, he outlined a role in amateur sports for Sport Alberta including such things as being a lobby force, preparing briefs to the government, organizing seminars, working with its own executive-director and out of the St. Albert Centre while the Games administration would continue to operate out of the Calgary office under the direction of the managing director and the current Games Policy Committee (Ibid.).

It was also agreed by the board that they would combine their upcoming Fifth Annual General Meeting with Intersport II[17] and Ferguson and Romaniuk volunteered to work with Danny Woytiuk in its planning (Board Minutes, December 11, 1975). They selected May 2, 1976, as the date for the meeting.

On January 6, 1976, Ron Butlin wrote a letter to the Honorable J. Allen Adair (Correspondence, R. Butlin to A. Adair, January 6, 1976). He sent copies of the letter to the appropriate persons in the government hierarchy (Deputy Minister, Assistant Deputy Minister, and Director of the Sport and Fitness Branch), to all members of the Alberta Games Policy Committee, and to all of Sport Alberta's board of directors. The letter was clear and succinct; it stated that Butlin felt that, after being involved in bringing about three Alberta Games programmes, it was time for a realignment of Sport Alberta.

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[17] In 1975 the Sports and Fitness Branch reintroduced its programme of provincial sports governing body seminars. The first in this new series was titled Intersport I. It was held in Red Deer on April 19, 1975. The objectives of Intersport I were essentially to encourage dialogue and an exchange of information between and among government, sport and recreation associations, and related agencies involved in providing sports services.

For a detailed report on papers presented, discussions held, and a conference summary and evaluation, see "Intersport I," mimeographed materials prepared by the Sports and Fitness Branch, Department of Recreation, Parks, and Wildlife, Government of Alberta, 1975.

> It is my opinion that the Games should now be separated from Sport Alberta and that the Alberta Summer and Winter Games should function through the Alberta Games Policy Committee, which in reality they do now.[18]

In the letter Butlin went on to expound on his belief in the strong but separate roles for amateur sport that could be played by the Games programme and by Sport Alberta, a theme he had been advocating for more than fifteen months, but which he had clearly laid out at the November 5, 1975, meeting of the board. At the same time, he listed six "key areas" in which Sport Alberta should be actively involved:

1. Hall of Fame and Dinner.
2. Voice of amateur sport in presenting briefs, arguments, proposals, etc., to the Government.
3. Monitoring system on amateur sports programmes in other provinces.
4. Stimulus for seminars, clinics, etc., for amateur sport.
5. Representation on the Alberta Games Policy Committee.
6. Maintain the office of St. Albert for secretarial services, etc., for amateur sports organizations (Correspondence, R. Butlin to A. Adair, January 6, 1976:2).

The reaction by the board to the Butlin letter was relatively swift and certainly spirited. It was as though only at that precise moment were they collectively aware of what was happening, of what had happened in terms of the development of the Alberta Games programme and how it was really no longer a function of Sport Alberta but, rather, it was a function of Ron Butlin and the Alberta Games Policy Committee.

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[18] The emphasis is this writer's.

At the first board meeting thereafter, on January 24, 1976, a series of motions was approved which were considered appropriate and were expected to both effectively express the indignation of the board over Butlin's suggestions, and to counteract any possible losses that Sport Alberta may have at that point incurred.

The board approved immediately a motion to meet with the Minister of Recreation, Parks, and Wildlife with reference to Butlin's personal contract, the 1976-77 Sport Alberta budget, the terms of reference of the Alberta Games Policy Committee and its relationship with Sport Alberta, and the appropriation of past funds (Board Minutes, January 24, 1976:2).

A second motion directing the President to formally respond to the January 6 letter indicating concern that the matter had never been discussed by the board was carried unanimously.

A third motion directed the managing director to provide a separate, itemized financial statement of the two previous Summer Games and operation of Sport Alberta to the executive of the board by February 15, 1976.

A fourth motion requested the managing director to present for ratification to the board of directors at the next meeting the status and terms of reference of the Alberta Games Policy Committee.

And a fifth motion expressed the board's feeling that the President of Sport Alberta ought to be involved in a more prominent and active role in the ceremonies, receptions, and medal presentations during the Winter Games in Banff.

The apparent flurry of activity by the board in approving all these motions appears to have been largely ignored, particularly by the principals in the exercise, the Minister responsible and Ron Butlin. Meetings on the spur of the moment with busy Cabinet Ministers are never to be expected and especially if the subject matter bears on an issue that may be politically sensitive. Butlin's reaction to the demands for financial statements and terms of reference was to ignore them. And what really bothered the board was his use of this simple but effective tactic in their demands to be involved in the ceremonies, presentations and other visible activities at the Winter Games in Banff (French, 1978; Hunt, R., 1978; Romaniuk, 1978; Woytiuk, 1978).

However, the Sport and Fitness Branch of the government did react, albeit internally (Correspondence, D. Ganske, to E. Smith, February 19, 1976). Concerns by both its Director, Dwight Ganske and the Sport Consultant who worked closely with Sport Alberta and the Alberta Games, Danny Woytiuk, were couched in a memorandum to Emmett Smith, Assistant Deputy Minister, dated February 19, 1976. The memorandum suggested that the government should meet with Sport Alberta's board "minus Butlin" in order to clear the air and work towards solving the problems. It noted that separation was largely Butlin's idea, one not sanctioned by the board. It stated the frustration of the board regarding Butlin's contract with the government, and the board's having signed over to Butlin full control of all of Sport Alberta's finances. Finally it noted the difficulties the board of Sport Alberta was having in getting Butlin to respond to their requests and demands for financial statements.

The memorandum concluded with a draft proposal of a letter that may have been considered appropriate to send from the Minister's office, one that assured Sport Alberta that no drastic action regarding the relationship between Sport Alberta and government would be taken without having first been discussed with the elected officials of the organization. The records do not, however, show whether or not this letter ever went out from the Minister's office.

At the March 6, 1976, board meeting "It was the consensus of the Directors that the Alberta Games be under the control of Sport Alberta" (Board Minutes, March 6, 1976:2). Butlin's suggestion to separate the Games had been repudiated by the board.

On April 20, a motion by Skagen and French directed the

Secretary to write a letter to the Minister of Recreation, Parks, and Wildlife inquiring into whether or not a competent authority established the Alberta Games Policy Committee, who that authority was, and to whom the Policy Committee was responsible (Board Minutes, April 20, 1976:5).

The 1975-76 board attempted one last time to make headway in its efforts to regain some semblance of control over the financial affairs of Sport Alberta. At the meeting immediately prior to the annual general meeting of 1976, Director Don Skagen suggested that that portion of the budget dealing with the operation of Sport Alberta (the Executive Budget) be released from the managing director's control. It is recorded that Butlin's response was to state his wish to have the legal ramifications of that suggestion first checked out. A subsequent motion to the effect that Butlin relinquish control to the board of directors of the "Executive Budget" of Sport Alberta and that he do it by way of a letter of agreement, was made by Skagen and Ferguson but, later, tabled on a motion by Romaniuk and Miller (Board Minutes, May 2, 1976).

The stage was thus set for an interesting annual general meeting.

The weekend of April 30, May 1 and 2, 1976, was, indeed, a busy one for sports leaders. Sport Alberta's board had agreed to bring both their Hall of Fame Dinner and their annual general meeting together with Intersport II. Intersport II was the second in a series of yearly conferences for provincial sports associations sponsored by the Government of Alberta's Department of Recreation, Parks, and Wildlife. The main objective of Intersport II was ". . . to encourage dialogue between all people involved in sports and recreation programmes and to explore the possibility of cooperation and integration of programmes" (Sport and Fitness Branch, 1976).

The conference was designed around a problem-solving theme (Mitchelson, 1978; Shogan, 1978). Doug Fraser, a process consultant from Ottawa, was brought in as the workshop leader because it was felt by conference organizers that he was the ". . . right man to help Alberta lay it all out, at first just for Sport Alberta, but later we said for Sport in Alberta . . ." (Woytiuk, 1978).

However, the meeting turned into ". . . a fishbowl, concentrating just on Sport Alberta and its problems" (Shogan, 1978; Shostak, 1978) and, as it got underway, it became more and more focused until ". . . it turned into an overt damnation of Sport Alberta" (Mitchelson, 1978). At the conference literally hundreds of statements were recorded which identified problems with Sport Alberta, with the development and organization of the Alberta Summer and Winter Games, and in pursuit of Sport Alberta's formal objectives. As well, it offered innumerable solutions to the problems (Sport and Fitness Branch, 1976).

Criticism of the managing director was abundant. In a summary of forty-five of the "concerns and frustrations with

Sport Alberta" (Woytiuk, 1976:V,1) thirteen alluded directly to the functioning of the office of the managing director. Shogan (1978) suggested that the attack on Mr. Butlin became personal and was, possibly for some, by design,

> In fact, some thought that all the presidents of the sports governing bodies should see that all problems were because of Butlin.

It was alleged that at one point,

> Butlin stood up and said, "If you think this is going to boot me out, you'd better think again, because I have this great relationship with the government. Do what you will, I'm not going!" (Shogan, 1978).

However, Intersport II's guest workshop leader, Doug Fraser, was quoted as saying he felt

> the most significant complaint that came out of that meeting was that the Games were the be-all and end-all for Sport Alberta's managing director and certain members of the government, and that the board had lost control of the direction of Sport Alberta (St. John's Edmonton Report, February 21, 1977:18).

From the workshop, Intersport II, a series of seven resolutions (infra. p.168) was adopted and carried forward to the annual general meeting held the next day.

Hall of Fame Committee chairman, Alex Romaniuk, presented a highly successful dinner the evening of May 1. Head table guests included Graham Leggatt, guest speaker, and Jill Kinmont, star of the Hollywood movie, "The Other Side of the Mountain." Fifteen individuals and one team were inducted into the Hall of Fame. Don Fleming, sports writer for the Edmonton Journal, became the second recipient of the Chester Bell Memorial Award.

At the annual general meeting held on May 2, 1976, President Don Smith noted in his report some of the very real concerns felt by Sport Alberta (Minutes, Annual General Meeting, May 2, 1976). He referenced meetings held with the Honorable Allen Adair, Minister of Recreation, Parks and Wildlife, with a request for an evaluative study to be done on the three Alberta Games that had been held. He noted the added concern by the board for determining the origin of the Alberta Games Policy Committee and to whom it was responsible.

In his Managing Director's report, Ron Butlin referenced the "unqualified successes" of both the 1975 Summer Games in Red Deer and the 1976 Winter Games in Banff. As well, he referenced (and provided a copy) the January 6, 1976, correspondence he had sent to Mr. Adair regarding the issue of separating the Games from Sport Alberta and stated that in more recent correspondence and meetings with both the Minister and the Deputy Minister ". . . their position is far from negative to the idea." He gave as his reason for the special mention of this issue was to answer the,

> rumour mongering . . . that the Government are unhappy with Butlin and are trying to dump him . . . . Nothing could be further from the truth (Minutes, Annual General Meeting, May 2, 1976:2).

In addition to his written report,

> Butlin wished to advise the members on behalf of Mr. Tom Drinkwater, Deputy Minister of Recreation, Parks, and Wildlife, that the Alberta Games will continue, that the Calgary office will remain open and that Mr. Butlin and his staff will continue to stage the Games out of the Calgary office (Ibid., p.4).

Several resolutions were approved at this annual meeting, significant among them was a recommendation that an Eligibility Committee be struck composed of representatives from sports governing bodies and answerable to the Games Policy committee, and that such a committee would determine eligibility of athletes for future Alberta Games.

All of the resolutions from the fiery sessions of the Intersport II Conference held the day before were approved. These included:

1. That the control of Sport Alberta be exercised by the Board of Directors with an Executive Director and Alberta Games operation being responsible directly to the Board.
2. That the Board provide strong directions to the Executive Director to carry out programs of Sport Alberta.
3. That sufficient professional personnel be hired.
4. That Standing Committees be established to recommend to the Board action on matters of Finance, Governmental Relations, Games, Communications and Publications, and Member Service.
5. That all concerns recorded during Intersport II be compiled for the purpose of clearly identifying needs and goals of Sport Alberta and establishing priorities for action.
6. That these recommendations be taken under advisement and discussed by the incoming Board.

7. That an action plan in response to these recommendations be circulated to all sports governing bodies prior to November 1, 1976 (Ibid., Appendix A:2).

Some significant changes to the by-laws of Sport Alberta were approved at the 1976 annual meeting. The board was given the authority to appoint up to three "Directors-at-large" for a two-year term; the term in the office of the President was limited to four consecutive years; employees were deemed ineligible for election or appointment to the board; and standing committees were created, including Hall of Fame, Honour and Awards, Bell Memorial, Legislative, Alberta Games Policy, and Nominating (Sport Alberta By-laws Revised, February 5, 1976).

The five new members elected to the board of directors for a period of two years included: Eldon Godfrey, Barry Mitchelson, Debbie Shogan, Bob Ferguson, and Joan French (Minutes, Annual General Meeting, May 2, 1976:8).

It was suggested that the relationship between the board of Sport Alberta and its managing director began to sour with the controversy over whether or not basketball would be in or out of the 1976 Winter Games at Banff (French, 1978; Woytiuk, 1978). It is alleged that the board's request to be active participants in the ceremonial and official aspects of the Games was totally disregarded by Mr. Butlin, that he refused to release funds which would permit board members to either attend the Games or to have a board meeting while at Banff. And, that when some of the board went to Banff anyway, they were completely ignored by Butlin (French, 1978; Woytiuk, 1978).

After the raucous Intersport II meeting and the strained annual meeting of 1976, relations between Butlin and Sport Alberta's board broke down almost completely. It seemed, in the ensuing flurry of charges and countercharges, that almost open warfare had been declared.

The first meeting of the new 1976-77 board of directors, held on May 2 was significant only in that it records that President Smith had to direct the Secretary to send an invitation to the managing director, a letter inviting him to attend the next board meeting planned for May 27 (Board Minutes, May 2, 1976).

Butlin did attend that next board meeting but it was not an enjoyable experience for anyone present (French, 1978; Woytiuk, 1978). In a subsequent letter from Ron Butlin to President Smith, dated June 9, 1976, Butlin expressed his concern that the board meetings ". . . held over the past seven months . . ." (and this, most assuredly would have included the vigorous condemnation experienced at the then recent Intersport II Conference and the Annual General Meeting), ". . . appeared to involve personal attacks on me, that in my opinion, are neither warranted or fair . . ." (Correspondence, R. Butlin to D. Smith, June 9, 1976).

He then addressed the single issue[19] that, in the eyes of the board, lay at the crux of the conflict between him and the board in a reminder to Smith that his contract with Sport Alberta clearly gave him full authority for the control of Sport Alberta's total operating budget and, further, that his prime function was to bring about the Games. He made his position abundantly clear,

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[19] The emphasis is this writer's.

> I am still ready, willing and able to carry out my duties as prescribed by the agreement to which I have referred, namely devoting my prime efforts to the bringing about of the Alberta Games and in the event there is other time at my disposal, to work on policy brought forth by the Board of Directors (Ibid., p.2).

Since he was no longer a member of the board he suggested he could see no point in attending future board meetings unless specifically requested to do so with respect to matters of policy. Mr. Butlin was to prove to be a man of his word for, save for a mid-September board meeting, the records indicate it was to be the last board meeting he attended.

When the board met on May 27 of 1976 they turned their attention primarily to getting developed and in to the government a budget for the fiscal year. This had become another contentious issue with the board (Board Minutes, May 27, 1976).

As early as December of 1975, Butlin had, to the added frustration of the board, unilaterally drafted a budget for 1975-76 and had presented it to the board (Board Minutes, December 11, 1975) and to the government (Board Minutes, April 20, 1976:4). These same records show that neither agency accepted Butlin's draft. Subsequent motions at the

April 20 board meeting acknowledged Butlin's firm control of the budget and particularly that portion with finances for the Games operation, but also suggested that a budget proposal which included a supplementary component, somewhat separate, for the operation of general Sport Alberta programming outside of the Games, may have been worthy of pursuing with government (Ibid.). However, by May 27, at the first full business meeting of the 1976-77 board, the issue had not been resolved and the motion calling for a separate budget was rescinded (Board Minutes, May 27, 1976:2). New motions were made, withdrawn, made anew, and defeated, until, finally, one charging the managing director and the executive with developing a budget by mid-June was approved (Ibid., p.3).

Also at this late May meeting, a motion by Romaniuk and Ferguson that an advance of $2,100 be issued to the Hall of Fame Committee to pay expenses incurred at the May 1 Dinner, was approved--and was to spark a long series of correspondence on the matter that was both poignant and petty (Ibid.).

In essence, the board simply directed its managing director to pay the extra costs that they deemed had been legitimately incurred. Butlin's initial response was to suggest that such was not possible since there was simply no money available in the budget and that an audited statement of the Dinner expenses, together with ". . . substantial documentation . . ." would be necessary before any monies could be released (Correspondence, R. Butlin to D. Smith, June 2, 1976). A searing rejoinder from Hall of Fame Committee Chairman Alex Romaniuk (Correspondence, A. Romaniuk to R. Butlin, June 18, 1976) served merely to add fuel to the fire. In it, he provided a listing of the outstanding invoices needing immediate attention and castigated Butlin for his methods in discounting these non-Games accounts. Additional appeals for an audited statement from the Dinner, in correspondence between Butlin's office and Romaniuk (Correspondence, R. Butlin to A. Romaniuk, July 5, 1976) and to the Board Treasurer, Peter Valentine (Correspondence, R. Butlin to P. Valentine, July 16, 1976) finally produced some results and on August 3, 1976, at a special meeting of the board of directors ". . . the financial statement of the Hall of Fame banquet . . . was . . . accepted" (Board Minutes, August 3, 1976).

More formal correspondence went back and forth between and among the major characters in this drama. Board Secretary, Bill Shostak, wrote to Butlin informing him of the acceptance of the financial statements and requested that the outstanding accounts be paid (Correspondence, B. Shostak to R. Butlin, August 9, 1976); Butlin requested of government the added monies to pay the accounts (Correspondence, R. Butlin to the Honorable A. Adair, August 10, 1976); Adair responded that information dealing with the Dinner's complimentary ticket list was incomplete and necessary before any added funding could be considered (Correspondence, A. Adair to R. Butlin, August 30, 1976); Butlin relayed the call for more information to Romaniuk (Correspondence, R. Butlin to A. Romaniuk, September 1, 1976); and, on September 15, Romaniuk complied with the request (Correspondence, A. Romaniuk to A. Adair, September 15, 1976). The financial statement for the fiscal year 1977 shows that $2,251 was disbursed for the "Annual Meeting and Hall of Fame" (Minutes, Annual General Meeting, June 4, 1977) so this lively chapter in the activities of Sport Alberta was obviously concluded.

There is little doubt that one of the major elements in the difficulties witnessed between Sport Alberta and its managing director was the enormous clash of personalities between Alex Romaniuk and Ron Butlin. The Honorable J. Allen Adair, Minister of Recreation, Parks, and Wildlife was oft quoted as suggesting this was the essence of any conflict (Saint John's Edmonton Report, February 14, 1977 and February 21, 1977; Edmonton Journal, February 18, 1977). Yet his sentiments echo the abundant evidence of a strain in the relationships between these two personalities (Baka, 1978: 225; French, 1978; Mitchelson, 1978; Saint John's Edmonton Report, February 27, 1978; Shogan, 1978; Shostak, 1978).

Over the summer of 1976, this conflict came to take on added significance as Alex Romaniuk took over the duties of President. Don Smith became ill early in 1976 and after June of that year gave his responsibilities over to Romaniuk.[20]

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[20] President Don Smith succumbed to cancer on September 1, 1976.

But other board members were not immune from the controversy and became embroiled in the fray. Shortly after being elected to the board, the dimension of the dilemma facing Sport Alberta prompted director Debbie Shogan to appeal directly to Premier Peter Lougheed (Correspondence, D. Shogan to P. Lougheed, June 4, 1976). She apprised Lougheed with a detailed account of the entire situation as she perceived it. She noted the resolutions from Intersport II which pointed up the concerns of the provincial sports governing bodies, the narrow programme emphasis of the high priority of Alberta Games, and the subsequent total control of all matters financial acceded to Sport Alberta's managing director. Her letter became a plea for some sort of intervention to redress any contractual obligations,

> Mr. Butlin does have a contract, and it is very obvious what that contract allows him to do. It remains, however, that the contract is wrong; it should not have been made; and it is destroying sport and the spirit of the volunteer in this province (Ibid., p.2).

Shogan's letter was referred to the Minister responsible in this sphere, the Honorable A. Adair. Adair's response was a simple assertion of the government's position to recognize Sport Alberta's legal right to manage its own affairs, claiming that the extent of government involvement was limited to providing Sport Alberta with the necessary funding for Mr. Butlin's salary (Correspondence, A. Adair to D. Shogan, June 15, 1976). Regarding the contractual arrangements made with Butlin,

> whereby the Board of Directors of Sport Alberta divested themselves of their statutory powers in a most curious arrangement . . . (Ibid.),

he repeated,

> the Government of Alberta is not involved with the contract between . . . Mr. Butlin and Sport Alberta and it does not intend to become involved centrally in the current situation (Ibid., p.2).

Shogan followed up this correspondence with a memorandum to the full board of directors outlining what she felt were the three options open to the collective to ". . . come to grips with some of our problems" (Memorandum, D. Shogan to the board of directors, June 30, 1976). These included:

1. To attempt to live with the contract made with Butlin and to strive to implement as many of the resolutions from the annual meeting as possible.
2. Decide that the contract is wrong and fight its terms through government.
3. If neither of the options above are possible, accept that the board is non-functional and resign in the mass.

Director Barry Mitchelson tried to act as a pacifier (Mitchelson, 1978) and to have the board bring its attention back to the business of the federation (Correspondence, B. Mitchelson to Board Members, September 8, 1976). In this regard he enjoyed limited success. Other directors could no longer countenance the personal aggravation and frustration of the disputes within Sport Alberta (French, 1978; Kadatz, 1978). The board was forced to regretfully accept the resignations of both Peter Valentine and Dennis Kadatz (Board Minutes, September 15, 1976:2).

In all the turmoil of the disputes with Butlin, the excitement of the Summer's Olympics in Montreal, and the tragedy of Don Smith's passing, a request from government to Sport Alberta requesting their input in a review of governmental grants to provincial sports associations was almost lost (Correspondence, T. Drinkwater to D. Smith, May 27, 1976). It wasn't until August that a memorandum went out to the membership of Sport Alberta for suggestions which would form the basis of Sport Alberta's response to government (Memorandum, B. Shostak to President of Provincial Sport Associations, August 20, 1976). Responses were few in number (Mitchelson, 1978). Mitchelson agreed to compile them and, because time was of the essence, forward the response to government. The Mitchelson response suggested that, based on the replies received from member associations, ". . . the sports governing bodies seem relatively satisfied with the present funding arrangement" (Correspondence, B. Mitchelson to T. Drinkwater, September 30, 1976). Minor alterations to bring granting in line with increased costs were suggested and a recommendation for a new grant for hosting competitions was presented.

The impact of the Mitchelson response was rather interesting and noteworthy. Ron Butlin expressed his dissatisfaction with the Mitchelson letter by imputing that through it, the government had ". . . not received the kind of input you were looking for" (Correspondence, R. Butlin to the Honorable A. Adair, October 27, 1976). He went on to make his own recommendations for an executive secretary for every four sports, an administrative grant of $4,000 for each association, more sophisticated clinics, and that eight zone coordinators be hired to work year-round.

Reaction from government was not readily apparent but an ugly reaction from some of the larger and more influential (Mitchelson, 1978) members of Sport Alberta was quick to follow. Sport Alberta was rebuked soundly for misrepresenting their sport in this matter and criticized for being overly concerned with problems of administration of the Alberta Games and with Ron Butlin than with the needs of the membership (Correspondence, Alberta Amateur Football Association and Alberta Track and Field Association, to the Honorable A. Adair, November 10 and 29, 1976). Apparently the credibility of Sport Alberta with its membership was suffering.

At the September 15, 1976, meeting of the board, discussion centered around the terms of reference of the Alberta Games Policy Committee (Board Minutes, September 15, 1976:3). At that meeting it is recorded that the managing director was requested to provide clarification of the matter in a position paper and that it would be due by October 1, 1976.

At the next board meeting the managing director was formally censured for neither being in attendance, even after a formal invitation had been issued both verbally and in writing, and for not forwarding the aforementioned position paper on the Policy Committee (Board Minutes, October 6, 1976:2). Butlin was pressed even further at that meeting. A motion was approved directing him to draw up specifications for bids for television and transportation for the 1977 Alberta Summer Games and that such specifications be ready before October 31, 1976 (Ibid., p.2).

In response to the annual general meeting's resolutions calling for a Sport Alberta ". . . action plan in order to move ahead" (Minutes, Annual General Meeting, May 2, 1976:7) and as a rationalization for their 1977-78 budget submission to government, directors Mitchelson and Shogan put together, in October, a document entitled "A Working Paper for the Future Direction of Sport Alberta." After being read and approved by the board (Shogan, 1978) it went out with a cover letter signed by Alex Romaniuk, Acting President of Sport Alberta (Correspondence, A. Romaniuk to the Honorable A. Adair, October 20, 1976). The paper was done in two sections. The first part attempted somewhat philosophically to come to terms with the purposes Sport Alberta had within the totality of the sport system in the province. Particular mention was made of the impact and needs of volunteers, a general concern for financial assistance, and the needs in programming for amateur sports in Alberta.

The second part of the paper attempted to tie all of this philosophy together with specific recommendations for improvements in the operation of sports. The paper called for the mobilization of the concept of a centralized administrative unit in the facilities already operative in St. Albert and the phasing out of the Calgary offices, the confirmation of the Alberta Games Policy Committee as a Standing Committee of Sport Alberta, the renegotiation of the personal contract with the managing director, and the appointment of auditors for both the Games and the general business of the federation.

Accompanying the document was Sport Alberta's request to government for their 1977-78 budget (exclusive of Alberta Games) amounting to some $85,000. More than $75,000 of that total was allocated for staff positions (Managing Director, $38,921; Technical Director, $17,500; Administrative Assistant, $12,000; and Secretary, $7,500) and more than $8,000 was earmarked for board and staff travel (Working Paper for the Future Direction of Sport Alberta, October 20, 1976:Appendix D).

The year ended with yet another flurry of attacks by Alex Romaniuk; the first (Correspondence, A. Romaniuk to R. Butlin, November 19, 1976) directed Butlin, this time, to account for more than $4,000 in travel expenses and $2,300 in telephone and telecommunications expenses that had been included as part of an unaudited six-month financial statement issued by Butlin on October 15 (Correspondence, R. Butlin to Board of Directors, October 15, 1976:2). Later, letters reminding Butlin of the specifications for television and transporation bids for the 1977 Summer Games that were due at the end of October (Correspondence, A. Romaniuk to R. Butlin, December 13, 1976) and a second demand for his accounting of travel expenses went out from Romaniuk's office (Correspondence, A. Romaniuk to R. Butlin, January 11, 1977).

At the meeting of January 18, 1977, the board decided to follow the suggestion of their own Working Paper and a motion was carried to notify the leasor of the Calgary office, Mr. Bruce Rudd, that,

> Sport Alberta wishes to enter into discussion regarding the termination of the leased office premises of Sport Alberta (Board Minutes, January 18, 1977:2).

It was from this office that Ron Butlin and his staff worked. As can be expected, the tactic drew an immediate and curt reaction from Butlin. He informed Rudd that the office of the Alberta Summer and Winter Games would continue to be located there ". . . whether or not they are operated within or outside of the vehicle of Sport Alberta (Amateur)" (Correspondence, R. Butlin to B. Rudd, January 21, 1977).

Throughout this entire period of turmoil and difficulty, the government's official position had been to state that they would not interfere in the internal affairs of Sport Alberta nor become centrally involved in the dispute between Sport Alberta and its managing director. However, copies of most of the correspondence between Romaniuk and Butlin had gone also to the Honorable A. Adair, Minister of Recreation, Parks, and Wildlife, his Deputy Minister, Tom Drinkwater, as well as to the board of directors.

Finally the government acted! Sport Alberta's entire board of directors and its managing director were called to a meeting (Memorandum, A. Romaniuk to Directors and R. Butlin, January 25, 1977) with the Minister, the Deputy Minister, and the Assistant Deputy Minister, Dr. E. Smith, slated for February 3, 1977. At the meeting the Minister informed those gathered that the Alberta Summer and Winter Games would no longer be under the jurisdiction of Sport Alberta (Memorandum, A. Romaniuk to Provincial Sports Governing Bodies, February 4, 1977; Shostak, 1978). In a letter to each of the provincial sports association presidents, the Deputy Minister stated that the Games were to be transferred to a ". . . soon-to-be created Alberta Games Council" effective April 1 of that year (Correspondence, T. Drinkwater to Presidents, Provincial Sports Governing Bodies, February 4, 1977).

The announcement went on to point out that the government wished to pledge continued support to Sport Alberta and, to this end, had committed a basic $25,000 grant to the board on condition that they review their goals and objectives and present to the Minister their plans and ideas for future programmes (Ibid., p.2).

Immediately after the meeting with the Minister, the board of directors met and agreed that, in order to be able to first inform their membership, an announcement of the loss of the Games programme would be withheld until February 9 (Shostak, 1978; Shogan, 1978). As well,

> We agreed to speak in a collective voice, we would not say anything alone, we agreed what our position would be. We would at a later date, in a statement, give our position to the press. We agreed to hold one more meeting, finalize our position, and then have a press conference (Mitchelson, 1978).

Since it appeared that Sport Alberta would no longer be able to fulfill the financial commitments of his contract nor meet its terms in regard to responsibilities for the organizing of the Alberta Summer and Winter Games, Ron Butlin tendered his resignation from the position of Managing Director of Sport Alberta to be effective April 30, 1977 (Memorandum, R. Butlin to Board of Directors, February 4, 1977).

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The government's decision to separate the Games programme from the jurisdiction of Sport Alberta would seem to have resolved the very serious difficulties experienced between the federation and its managing director. For some members of the board of directors it came as a welcome relief to more than a year of abundant frustrations (Mitchelson, 1978; Shogan, 1978). For certain this "solution to the problem" was not totally unexpected by others on the board (French, 1978), and for still others, there was yet one more act in the drama of the federation that needed to be played out.

Acting President Alex Romaniuk continued to pursue with vigour matters of "unfinished business" with Butlin. A strongly-worded request for the payment of rental charges on a postage meter, for an explanation of the $4,164 travel and $2,350 telecommunications expenses, and for the specifications for television and transportation bids for the 1977 Summer Games, went out from his office (Correspondence, A. Romaniuk to R. Butlin, February 8, 1977).

Romaniuk was alleged to have interpreted the government's decision as a conspiracy to kill the federation and that ". . . in an effort to save Sport Alberta from an ignominious death . . ." decided to take his problem to the press (Saint John's Edmonton Report, February 21, 1977). The human interest element in the tale of conflict in this semi-public agency, one that had a close relationship with government in such a high image activity as is sport, sparked the interest of the newsmedia. Prior to any press conference or to the issuing of any public statements by Sport Alberta, an extensive interview with Alex Romaniuk which castigated the government for their decision to remove the Games and provided extensive background details into the dispute between Sport Alberta and its managing director, was reported in the February 9 and 12, 1977 editions of the Red Deer Advocate.

More charges and countercharges, amidst a plethora of sordid details, were made public in a series of stories printed in the Saint John's Edmonton Report (February 14 and 21, 1977) and the issue was picked up by the Edmonton

Journal.

The complete history of the conflict between Sport Alberta's board and its managing director was analyzed in detail. Particular attention focused on the several clauses in the Contract which had been agreed to by both parties.

After running the series of stories on the Butlin-Sport Alberta conflict in their February 17, 18, and 19, 1977, editions, the Edmonton Journal printed on February 21, 1977, an apology to Mr. Ron Butlin and Sport Alberta claiming that they were unfounded. The Canadian Press was reported to have picked up and distributed the Journal stories and it, too, apologized to Mr. Butlin (The Albertan, February 25, 1977).

On Saturday, February 19, 1977, The Albertan carried the story that Butlin had been granted a court injunction restraining Alex Romaniuk from making allegedly defamatory statements about him and that Butlin had filed a statement of claim in Alberta Supreme Court seeking $250,000 in damages from Romaniuk (The Albertan, February 25, 1977). The action was reported to have arisen out of a report the president was said to have submitted to the Provincial Department of Recreation, Parks, and Wildlife and also for comments the statement of claim said Romaniuk made to several members of the newsmedia about Butlin and Sport Alberta's financial operation (The Albertan, February 19, 1977). The statement contended that Butlin had been injured in his character, credit, and reputation and that his future as a member of the Games council had been threatened.

Other Sport Alberta board members were upset and concerned with the manner in which Romaniuk had handled the issue with the press (Mitchelson, 1978; Shogan, 1978). Eldon Godfrey expressed grave reservations about his ability to support Romaniuk,

> Unfortunately I am not able to agree . . . with the position you have taken nor the method you have adopted in publicizing the business of Sport Alberta and various Sport Alberta relationships (Correspondence, E. Godfrey to A. Romaniuk, February 17, 1977).

And, at the next meeting of the board, Godfrey's resignation was accepted "with regret" (Board Minutes, March 22, 1977).

The net effect of this whole controversy and the ensuing legal actions was to make Sport Alberta abundantly disorganized and the board confused and discouraged (Mitchelson, 1978). Romaniuk was under court order barring his discussion of any items dealing with his litigation with Butlin (Board Minutes, March 22, 1977) and that state of affairs served only to frustrate the board even more.

> The litigation business took up more time being discussed--and being not discussed because every time we'd ask questions about it, Alex would say he couldn't discuss it. We simply got nowhere (French, 1978).

Finally Mitchelson had had enough and he circulated a letter tendering his resignation from the board to be effective the day of the annual general meeting, May 7, 1977 (Correspondence, B. Mitchelson to A. Romaniuk, April 25, 1977). The year had turned out to be one of frustration, innuendo, attack and counterattack, and the board had "botched the operation of Sport Alberta" (Mitchelson, 1978). Mitchelson stated it was his opinion that the entire board should resign to allow delegates to the annual meeting,

> to determine the collective fate of Sport Alberta and the composition of its Board of Directors, without being required to retain any skeletons in the closet (Correspondence, B. Mitchelson to A. Romaniuk, April 25, 1977).

Three days later Debbie Shogan supported the Mitchelson strategy and tendered her resignation, likewise effective on the day of the next annual general meeting (Correspondence, D. Shogan to A. Romaniuk, April 28, 1977). However, both Mitchelson and Shogan were talked into delaying their resignations until ". . . after the Annual General Meeting had concluded" (Board Minutes, May 7, 1977:1-2).

At the board meeting immediately prior to the 1977 annual general meeting a motion was passed that up to $5,000 of the costs of the litigation incurred by the Acting President were to be paid by the federation and any costs above that figure were to be brought back to the board for approval (Ibid., p.2). This decision was not unanimous (Shogan, 1978) as both Mitchelson and Shogan argued that a major element in Romaniuk's legal action with Butlin was of a personal nature, that the suit was against Romaniuk as an individual, not as President of the federation (Mitchelson, 1978; Shogan, 1978). Thus it was a divided board which was presented to the annual meeting.

The Sixth Annual General Meeting of Sport Alberta was, due to a lack of quorum,[21] postponed (Notice, A. Romaniuk to Members of Sport Alberta, May 12, 1977). Thirty-seven delegates representing twenty-nine member organizations reassembled at the Percy Page Centre in St. Albert on June 4 (Minutes, Annual General Meeting, June 4, 1977). In the President's Report, Alex Romaniuk briefly reviewed the year's struggle, particularly as it pertained to the resultant government action to separate the Alberta Games from Sport Alberta. He informed the membership of a $25,000 grant available to have the federation reexamine its role and direction for the future and called upon all sports leaders to renew their commitment to Sport Alberta.

A motion by Lorne Wood and Hugh Hoyles that the board hire someone to do a study of Sport Alberta was approved. It suggested the membership be surveyed for their views on the future role of the federation, and, in addition, it provide an overview of the function of sports federations in other provinces (Ibid., p.4).

With the several resignations during the past twelve months, the membership of the board of director's had been decimated. As a result it was necessary to elect eight persons to fill the complement. Those elected for two-year terms included: Bill Shostak, Joan Shimizu, and Gary

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[21] The By-Laws of Sport Alberta state that ". . . 35% of the members shall constitute a quorum. However, if no quorum is established at a meeting, a new meeting will be called within thirty days and the delegates at the meeting, regardless of the number shall contitute a quorum (p.4, sec. 4, art. (h).

Cutmore; those elected for one-year terms were: Darrell Sawchuk, Gordon Osborne, Leagh Patterson, Mike Eurchuk, and Jim Fleming (Ibid., p.3).

The Romaniuk-Butlin conflict came to a close in June of 1977 (French, 1978). In a public apology and statement copied to the membership of Sport Alberta, Romaniuk noted that certain allegations had been made about Ron Butlin in both the document entitled, "A Working Paper for the Future Direction of Sport Alberta" and in conversations with a number of people including members of the news media. He further noted his consent to a permanent injunction restraining him from repeating any of the statements and that he had,

> paid to Mr. Butlin monies in order to indemnify him fully in respect of all of his costs and in settlement of the action (Apology and Statement, undated).

The final settlement and expenses of the litigation amounted to $2,500 and $1,000 respectively (Shimizu, 1978).

The Butlin-Romaniuk issue appeared briefly once more in the popular press in a late-June report that Ron Butlin had resigned as manager of the Alberta Games Council (Saint John's Edmonton Report, June 27, 1977). The story alleged that the government had offered Butlin a contract which would ". . . allow him much less flexibility than the one he had with Sport Alberta" and that ". . . the province wants the Games Council to work out of Edmonton" (Ibid., p.15). An "official" reason for Butlin's leaving the Games' position is also reported ". . . that he has had two offers for jobs, one from business, the other from sports" (Ibid.). The latter reason proved to be the correct one as Ron Butlin was named as Managing Director of the British Columbia Summer and Winter Games on August 1, 1977 (B.C. Government News, September, 1977:15).

The new board of directors turned its attention essentially to making Sport Alberta a viable operation ". . . trying to do some things for our members" (French, 1978). As the new year dawned it became painfully evident that the board perforce had to direct its attention to the two persistent problems of self-generation of funds and obtaining professional administrative assistance for the collective.

A task still outstanding given high priority was to complete a submission to the government providing a detailed outline of short and long range objectives of the federation, objectives that would serve to rationalize how Sport Alberta would utilize the $25,000 that government had announced was available. The document entitled, "New Directors for Sport Alberta" was finally presented to government in October of 1977 (Sport Alberta, "New Directions for Sport Alberta," October, 1977).

In three parts it included, as part number one, a philosophical discourse on the purposes of a sports federation such as Sport Alberta.[22] The second part was a statement endorsing the notion of a continued central administration for amateur sport in the province. The third section of the document was supposed to provide the essence of Sport Alberta's short and long range objectives. The overriding concept embodied therein was the expressed need of full-time professional staff as a "Program Administrator" and complementary office staff.

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[22] The first section of this document was a repeat verbatim of the first part of the infamous October 20, 1976, "Working Paper for the Future Direction of Sport Alberta" referenced above on p. 179.

The short term objectives were presented in a cursory listing of tasks that would be the responsibility of the administrator, including:

1. To study the possibility of incorporating the Percy Page Centre as a viable function of Sport Alberta.
2. To coordinate the sale of Commonwealth coins.
3. To begin negotiations with the Provincial Government and the Edmonton Public School Board to acquire the D. S. Ross School for use after the Commonwealth Games as an administrative centre for sport.
4. To negotiate with the Lions Clubs of Alberta a walk-a-thon.
5. To encourage from Sport Alberta members input into the operation of the federation (Ibid., pp. 8-9).

Although the document was also to provide some indication of long range objectives for the collective, these were not evident.

The government's response to this submission was not completely negative. The Deputy Minister for Recreation, Parks, and Wildlife stated that the brief was considered by government as ". . . not bad" and that it suggested Sport Alberta's board was beginning to show signs of developing its ability to plan (Drinkwater, 1978). However, because of the more than seven-month delay between the February announcement of the availability of the $25,000 grant and the October submission in support of the request for funding, fiscal responsibilities had reduced the sum--the grant approved in November of 1977 was $15,000 (Correspondence, B. Evans to Sport Alberta, November 25, 1977).

On August 8, 1977, the board was in receipt of a letter from the Honorable J. Allen Adair, Minister of Recreation, Parks, and Wildlife in which he expressed his concern that monies Sport Alberta had received or would receive from government grants (e.g., the announced $15,000) would not be used to pay for any or all of the costs of the litigation between Romaniuk and Butlin (Board Minutes, October 6, 1977; French, 1978). Five months later, at the January 19 board meeting, it was further apprised of the fact that ". . . pending resolution of the concerns expressed in the August 8 letter" that current year's funding ($15,000) would be withheld (Board Minutes, January 19, 1978:2).

The board then responded immediately. It approved a motion stating that government funds would not be used to pay any of all of the litigation costs and, further, that any costs would be paid by money generated by Sport Alberta (Ibid.).

On July 4, Alex Romaniuk had reported that, following the direction from the annual general meeting, Dan Woytiuk had been hired to make a detailed study of Sport Alberta for a fee of $2,000 plus $500 for his expenses. However, during the summer of 1977, Woytiuk accepted a full-time job with the Commonwealth Games Foundation (Woytiuk, 1978) and was unable to complete the study (Board Minutes, October 6, 1977:2).

Other money raising schemes were presented and discussed by the board over this period. These included efforts to hold a casino,[23] a walk-a-thon in cooperation with the Lions Clubs of Alberta, and, by now a recurring canard, a scheme for selling a souvenir medallion to commemorate the Commonwealth Games (Board Minutes, July 4 and October 6, 1977).

In early January of 1978, an impressive newspaper story by-line announced, "$1 Million for Sport from Medallion Sales" (Edmonton Journal, January 13, 1978). The story provided extensive details of a contractual arrangement between Sport Alberta and Master Mint Limited, an Alberta firm producing nickel medallions commemorating the Commonwealth Games to be held in Edmonton during August of that year. Sport Alberta was alleged to have been given exclusive rights for the distribution of the medallions to other amateur sport groups. Through a simple marketing hierarchy, Sport Alberta would purchase the medallions from Master Mint Limited for $5.00 per boxed set of five. They would act as distributor supplying provincial sports governing bodies who would, in turn, act as wholesaler for their many sports teams and clubs. The teams and clubs would then retail the sets to the public at $10.00 per set. Profits would be made at each level of the hierarchical process; Sport Alberta would realize $1.00 per set sold, the provincial associations would also realize $1.00, and the teams or clubs actually retailing the medallions would earn $3.00 per set. In the newspaper story Sport Alberta's President, Alex Romaniuk, was quoted as saying that Sport Alberta would also,

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[23] The Government of Alberta's Gaming Control Office grants, by virtue of Section 190 of the Criminal Code of Canada, licenses to volunteer, charitable or religious non-profit organizations to operate gaming events. The licenses are issued for lotteries, pull-ticket games, bingos, and casinos. The games commonly operated in casinos include Blackjack, Roulette, and Wheels-of-chance. Each casino license is good for two evenings only and the average profit to the sponsoring organization is $10,000 (O'Donnell, 1978). For more details on casinos and other gaming activities in Alberta, see Government of Alberta, Attorney General's Office, Gaming Control Section, General Information For All Gaming Events, October, 1980.

> get a five percent royalty from sales in stores and other outlets within the province even if the medallions are purchased from the mint (Ibid.).

However, any hopes that this souvenir medallion money raising scheme would have any more success than the several similar attempts by Sport Alberta in the past were quickly dashed. At the February 16 board meeting, John Belemont reported that it appeared that the Commonwealth Games had written off the medallion programme and that Master Mint Limited ". . . seems to have shut down their operation" (Board Minutes, February 16, 1978:3). Further, it was reported that the company had been threatened with bankruptcy (Saint John's Edmonton Report, February 27, 1978:42).

The board of directors of Sport Alberta had little choice but to withdraw from the commemorative medallion programme (Board Minutes, March 14, 1978:3).

Ever since the resignation of Ron Butlin as Managing Director of Sport Alberta, the federation had been without the services of any full-time executive director. This was deemed the single most critical need by the board of directors throughout 1977 (French, 1978; Ganske, 1978; Romaniuk, 1978). In fact, in its most recent submission to government outlining short and long range planning, Sport Alberta focused almost entirely on the need for this form of professional administrative assistance (Sport Alberta, "New Directions for Sport Alberta," October, 1977).

In early February, a proposal which called for the government to second one of its Sport and Fitness Section personnel to Sport Alberta to act as executive-director for a twelve month period beginning April 1, 1978, was presented by Vice-President, John French (French, 1978). A formal motion in support of this notion and which clearly outlined that the position would be responsible to the board of directors of the federation was carried unanimously,

> that Sport Alberta request the Provincial Government . . . for a person to be made available, i.e., by loan or secondment, for our use as an Executive Director for a period of not less than one year beginning April 1, 1978, to March 31, 1979.
>
> The individual named will report directly and be

> responsible to the Board of Directors of Sport Alberta with duties outlined by the Board (Board Minutes, March 14, 1978:5).

The concept was then presented to the Minister of Recreation, Parks, and Wildlife by Joan French. It caught the fancy of government and was approved forthwith (French, 1978). At the next board meeting French was able to announce that Dave Philpot, of the staff of the Sport and Fitness Section was Sport Alberta's new executive-director (Board Minutes, April 4, 1978).

As a general policy, government grants to recreation and sports agencies were made based on needs expressed in programme and budget submissions. Once made they were essentially free from restrictions on precisely how monies were to be spent. Whilst insisting that these agencies ever be accountable at fiscal year's end, they generally were permitted ". . . to run their own affairs" (Fisher, 1978). However, as early as August of 1977, the Honorable A. Adair made it abundantly clear that his government would not view as proper any expenditure of government grant dollars in support of any expenses incurred by A. Romaniuk in his litigation with R. Butlin. This dictum and the subsequent delay in issuing the already-approved grant of $15,000 was a matter of concern to Sport Alberta's board throughout the fall of 1977 and into the early spring of the next year. The board conceded this point to the Honorable Minister on January 19, 1978. As difficult as it was expected to be, the board was prepared to cancel this debt in its future fund-raising venture (French, 1978).

For more than nine months (between July of 1977) and March of 1978) all references to the payment of the Romaniuk-Butlin litigation costs were couched in either the present or future tense (Board Minutes, October 6, 1977, January 19, 1978, March 14, 1978, April 1, 1978; Saint John's Edmonton Report, February 27, 1978; French, 1978; Philpot, 1978). Most of the board was under the impression it was dealing with an outstanding account (Board Minutes, April 10, 1978; French, 1978). More than once the President had been called upon to produce for the board's perusal the statement of claim from the case (Board Minutes, October 6, 1977, March 14, 1978; French, 1978; Shimizu, 1978) yet there is no record that it was produced until after the March 14, 1978, board meeting (Board Minutes, April 10, 1978).

On April 10, 1978, the board was rocked as the Vice-President, Joan French, presented evidence that President, Alex Romaniuk and Secretary-Treasurer, Bill Shostak had, in fact, cosigned cheques dated June 15, and June 23, 1977, in order to pay Romaniuk's litigation costs (Ibid., p.2). Further, she charged that no one on the board of directors nor the representatives of the Provincial Government knew that these cheques had been issued for this purpose. She charged that these two officers of Sport Alberta had conspired to withhold from the board the information that payment had already been made:

that actions of the President and the Secretary-

> Treasurer since June 15, 1977, had been consistent with a position that the litigation fees had not yet been paid (Ibid.).

A subsequent motion by French and Patterson,

> That the President and the Secretary-Treasurer render (sic) their resignations to the Board effective immediately

was defeated by a vote of 4 to 3 with 3 abstentions (Ibid., p.3).

In spite of the failure of the motion, the reaction from Bill Shostak was swift. As the meeting continued he penned his letter of resignation asking it to be effective immediately. Whilst the letter was then read into the minutes by the President no action was taken on its content. Shostak's resignation was not accepted until the board meeting which immediately preceded the 1978 annual general meeting (Board Minutes, April 22, 1978:1).

On the weekend of April 22 and 23, 1978, fifty voting delegates representing twenty-seven of the fifty-six members of Sport Alberta convened the Seventh Annual General Meeting of the collective. Personality conflicts between the President and certain board members (Board Minutes, January 19, February 16, March 14, 1978) had been aired in public. Although the popular press was neither fully nor officially informed of Romaniuk's announced plans to resign his Presidency (Board Minutes, February 16, 1978:3) the implication clearly given was that conflict between the board and its President was near a breaking point and the board was demanding that Romaniuk be ousted (Saint John's Edmonton Report, February 27, 1978:42). Thus the annual general meeting had all the promise of being extremely politically volatile.

The full day before the business meeting of the annual meeting, delegates participated in a lengthy administrative workshop designed to aid in improving public relations in amateur sports. A highly successful Hall of Fame dinner followed the workshop and nineteen athletes and builders were recognized through induction into the Alberta Sports Hall of Fame. The minutes show that during the business session the delegates dealt with few issues--and none prompted much excitement (Minutes, Annual General Meeting, April 23, 1978). In his address to the delegates, the Honorable Allen Adair, Minister of Recreation, Parks, and Wildlife, seemed to set the tone of the day as he alluded to "problems in the past" being over and done with and called on the membership to look forward to the future. It was agreed that Alex Romaniuk's resignation as President had been embodied in his report and was effective from the time the report was accepted (Ibid., p.6). Some questions were raised regarding the expenditure of $3,500 for legal fees shown in the Treasurer's report. How the expenditure occurred was reviewed in discussion and the reading of minutes of the board of directors meetings of February 16, March 14, and April 10, 1978. And, once again, the representatives of the provincial government outlined the wishes of the government that no grant dollars were to be spent on this matter. Subsequently, the subject was dropped

(Ibid., pp.3-6).

The meeting came to an end with the election of new members to the board of directors. It was agreed that since the presidency had become vacant after but one year of its two-year term, the Vice-President would assume that office for the remainder of the term. Thus Joan French became Sport Alberta's fourth President. Marg Hembling was duly elected Vice-President and those elected as Directors included: Peter Vander Pyl, Gil Gilbert, Mike Eurchuk, Dwight Hildebrand, Lloyd Kunkel for two-year terms, and Roger Cowper for a one-year term (Ibid., p.7).

Sport Alberta was at the dawn of its eighth year in existence.

In Summary

As early as 1963 Operation Giant Stride, a programme sponsored by the Government of Alberta to assist provincial agencies in sports and recreation to begin the significant job of planning for the future, had recommended a single voice for amateur sport in Alberta (Woytiuk, 1976). Yet it was not before 1968 that an Alberta Council on Amateur Sport was formally structured and charged with the mandate to study the feasibility of a provincial body to represent all of amateur sport. Reports by this body were filed at annual meetings of sports governing bodies in March of 1969 and in April of 1970 ("Proceedings," Provincial Sports Governing Bodies Seminar, 1970) but the major problems of getting the sports together in a unified voice and being independent from the funding of the provincial government were not resolved (Van Vliet, 1978).

Notwithstanding these problems, the concept of a sports federation for Alberta was finally approved in principle in April of 1970 and a steering committee of seven persons was elected to prepare a draft constitution, by-laws, and a frame of reference which would form the basis of operation for the new sports federation. On November 21, 1970, by a vote of forty-five to one the province of Alberta created its sports federation and named it Sport Alberta.

During the first two and one-half years in the life of Sport Alberta, the efforts of respective boards of directors were focused on the central issues of establishing Sport Alberta's identity and acquiring a financial base from which to operate service programmes for the membership.

These early boards proceeded to consolidate the internal operation of the central federation by finalizing on December 7, 1971, a set of By-Laws and presenting these to the membership for approval in February of the next year. Sport Alberta (Amateur) was subsequently incorporated under the provincial Societies Act on April 10, 1972.

The actual administration of the business of the federation was enhanced with the successful request to the provincial government for support funding in order to hire Glenn Gray as Sport Alberta's first Executive-Director in May of 1972. As well, funding was provided for the establishment of a Sport Alberta office within the complex of government offices in the CN Tower in Edmonton. The notion of this type of provincial government support for many other Alberta recreation agencies was then sparked with the resultant purchase, renovation, and opening in July, 1973, of the Percy Page Centre in St. Albert. In what could and should have been a significant move in the development of Sport Alberta credibility throughout the province was their takeover from Molson's Breweries of the total administrative responsibility for the Alberta Sports Hall of Fame in September of 1971. Yet, because of the inability to secure both a permanent home for the Hall and the necessary secure financial base in order to operate and maintain it as appropriate, the Hall was stored away in cardboard boxes.

Efforts to develop a sound corporate image were expended in the publication and dissemination of a Sport Alberta Newsletter during the summer and fall of 1971. Whilst sporadic in its appearance, it was well-received and suggested a potential for becoming a significant link in communications with the provincial sports system. Unfortunately, the excitement and demands of the proposed Alberta Games intruded and the newsletter fell by the wayside.

Sport Alberta's boards attempted to acquire some financial base in two directions. Requests to the provincial government for finances required to open an office and staff it with an executive-director were successful. However, the search for a funding program independent from the public purse was singularly unfruitful. Except for a very short-term project to sell medallions commemorating the Canada-USSR hockey series during September and October of 1972, all other fund-raising schemes failed. These included industrial and sustaining membership campaigns and various forms of provincial lotteries called Sportstally and Sportstoto.

In the spring of 1973, Glenn Gray resigned his position as executive-director and Ron Butlin was elected to Sport Alberta's board of directors. Butlin was immediately made Chairman of a subcommittee charged with pursuing plans for a long sought-after programme of Alberta Games. Within weeks he was able to report on excellent progress in negotiations with the Alberta government and, in response to this encouraging success, the board appointed him as their new executive-director ". . . with prime concern for the promotion of the Alberta Games . . ." (Board Minutes, June 25, 1973:2). From that moment on, Butlin's time and energies were concentrated on the very critical negotiations with government personnel and on the actual preplanning for the Games. In the fall of that year, Butlin announced that Alberta's first Summer Games were slated for Calgary in August of 1974.

In the meantime, the board of directors of the federation continued to plod along with the more mundane matters of the federation, with a decided lack of successes. Plans for a Hall of Fame dinner were on-again off-again. Various announced sites for the physical location of the Hall were never realized. A noted decline in membership was merely referred back to the executive-director. A singular success was however scored in a set of administrative seminars sponsored by Sport Alberta during December of 1973 in Calgary and Edmonton. Plans for future seminars were entertained.

The Games programme became the central focus of the Sport Alberta operation. By the spring of 1974 Butlin was to announce the opening of an office in Calgary and the establishment of a Games Policy Committee. The board responded by authorizing the establishment of a bank account in Calgary and the transfer of all Sport Alberta funds earmarked for the Games to that account.

On April 15, 1974, President Bob Lucas and Ron Butlin signed a Memorandum of Agreement between Sport Alberta and Butlin which became a three-year contract between them. Butlin, as executive-director, was provided, among other things, that he would have the control and operation of the total operating budget of Sport Alberta, that he would have the authority to hire staff and that they would be responsible to him, that he alone would be the direct liaison between the federation and the provincial government, and that his salary would be a minimum of $27,000 per annum. The government then guaranteed that they would provide Sport Alberta with sufficient funds to pay Butlin's salary for the term of the contract.

A division between the executive-director and his very successful Games programme and the largely unsuccessful board of directors began to appear in the latter quarter of

1974. In a major report to the board, Butlin clearly enunciated the differentiation in roles and tasks, pointed out the vast array of responsibilities to which he had to attend in the Games programme, and criticized the board for their lack of attention to and progress in any other areas (Board Minutes, October 19, 1974). These sentiments and concerns were expressed on several occasions throughout the following fourteen months yet little in the way of improvements were evidenced.

Finally, on January 6, 1976, Butlin expressed his belief that the Games programme should no longer be within the jurisdiction of Sport Alberta (Correspondence, R. Butlin to A. Adair, January 6, 1976). Sport Alberta's board reacted with a spate of letters, memoranda, and motions which expressed both their indignation and frustration with Butlin's suggestions.

The strife between the board and Butlin carried on throughout 1976. With the illness and subsequent passing of President Don Smith, the brunt of the conflict fell onto the shoulders of his successor, Alex Romaniuk.

As the conflict developed, the extent to which the board had conceded to Butlin the influence, authority, and real power in controlling all matters political and financial, came to be realized. Not infrequently, but unfortunately, the dispute was reduced to personal levels--and then particularly between Butlin and Romaniuk. A paper submitted to the government in October of 1976, entitled "A Working

Paper for the Future Direction of Sport Alberta" both formally expressed Sport Alberta's concerns and outlined proposals which they deemed would effectively return the function of the managing director and the total operation of the Alberta Games programme to the final authority of Sport Alberta and its board of directors.

Throughout the dispute, the government had maintained an official attitude of detached interest claiming internal misunderstandings were a matter only for Sport Alberta to resolve. However, on February 5, 1977, the Minister of Recreation, Parks, and Wildlife stepped in and, at the meeting of Butlin and the board of directors announced that the Games programme was being transferred from Sport Alberta's jurisdiction to that of an Alberta Games Council. The next day Ron Butlin resigned his position with Sport Alberta.

President Romaniuk's reaction to the loss of the Games was pounced on by the sensation-seeking popular press. A full range of charges of Butlin's mismanagement and total lack of cooperation were alleged in newspaper stories. Butlin's response was to launch a civil suit against Romaniuk for the allegations in both the October 20, 1976, report to government and in interviews Romaniuk had given to members of the media. The suit was settled out of court.

The board of directors of Sport Alberta were notified by government that no costs of the civil action between Butlin and Romaniuk were to be paid for by monies received in government grants. The issue was studied and contested throughout 1977 by the new board but, finally, the point was conceded. Once again Sport Alberta turned its attention to establishing its credibility within the sports system by providing service to its members and by attempting to establish a degree of permanency in an independent financial base. As before, they were to be thwarted in their efforts.

Early in 1978, the board of the federation learned that Sport Alberta funds had, in fact, been already used in meeting the expenses of the legal action between their President and ex-managing director and, further, that there had been an attempt to withold information of this fact from the board. At the annual meeting of 1978, the resignations of both the President and the Secretary-Treasurer were accepted.

Sport Alberta's lifetime has been fraught with difficulties. It would seem to be at a precarious point in its existence and must attend to the business of making a fresh start.

CHAPTER VI

SASK SPORT

The history of Sask Sport is a history of the interaction between people, particularly between very strong leaders in sport and an equally strong leadership in government. After the years of World War II, Saskatchewan enjoyed a rich heritage of cooperative effort in sport led by the significant influence of both the Amateur Athletic Union of Canada (Saskatchewan Branch) (AAU of C (Sask)) and the Fitness and Recreation Division of the government's Department of Education.[24] It was essentially through the initiative of these sports leaders that the idea of a Sask Sport was successfully translated into the organization.

Although it was the last provincial sports federation in Canada to get organized, Sask Sport quickly became one of the most successful in the country. Because of its structure and harmonious relationship with the provincial government, this success was seen to be a model of the interaction possible between the public and private sectors in the administration of amateur sports.

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[24] In 1966, The Fitness and Recreation Division was subsumed within the jurisdiction of the Provincial Youth Agency. In turn, the Agency evolved into the Department of Culture and Youth in 1972. For a detailed account of the provincial government's involvement in sport in Saskatchewan see Baka, 1978: Chapter IV.

The Founding Years 1964-1970

In 1965 and 1967, Saskatchewan celebrated two centennials: the former, the province's Golden Jubilee in joining with Alberta to become Canada's eighth and ninth provinces; the latter, Canada's Confederation. As in other provinces, sports programmes formed a major part of the overall celebrations. At a First Provincial Meeting of sports associations called by the Centennial Subcommittee and held in Saskatchewan House in Regina on March 21, 1964, two different discussion groups raised the idea of forming a provincial sports federation (Proceedings, Continuing Education Conference, March, 1964). The major benefit of such a collective was judged to be improved communications between all sports organizations throughout the province.

Six months later, at the 14th Annual General Meeting of the Saskatchewan Branch of the AAU of C, a resolution was passed which called for a federation for mutual aid and assistance in the body's perennial problem of ". . . raising funds for International Games"[25] (Minutes, Annual General Meeting, AAU of C, (Sask), September 24, 1964).

At the urging of the Executive of the AAU of C (Sask), the Director of the government's Continuing Education

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[25] Each provincial branch of the Amateur Athletic Union of Canada was assessed a levy to offset both operating expenses of the national office and to help to pay for the major costs of sending athletes to Canadian championships and to both trials and competitions at the international level. The AAU of C (Sask) struggled in efforts to meet these levies throughout its 18-year "modern" era.

Department, Jack Wilkie, welcomed more than fifty delegates representing ". . . nearly every sport body" to a Second Sports Conference at Saskatchewan House (Proceedings, Continuing Education Conference, March 20, 1965:1). This conference was made possible by monies available through the federal-provincial cost sharing agreements and Bill C-131 (supra, p.1).

Small groups discussed at length several topics but focused their efforts on the question of their common interests, common problems, how to achieve closer working relationships among all sports bodies and whether or not there was merit in regular joint meetings.

A major resolution moved by Jack Shooter and seconded by E. W. Stinson, was carried unanimously,

> That the Continuing Education Branch set up a committee to ascertain the feasibility and terms of reference of a Sports Federation for Saskatchewan and that this committee submit its findings, recommendations, and terms of reference to all the sports governing bodies well in advance of the next meeting, so that each sport may come to the next meeting prepared to make a decision (Ibid., p.21).

In January of 1966, the Continuing Education Department sponsored a Third Provincial Conference of sports governing bodies, this time under the leadership of Glenn Tuck, a Consultant in the Fitness and Recreation Division (Proceedings, Continuing Education Conference, January, 1966:1). A major report of a Sports Federation Feasibility Committee, chaired by J. Orrison Burgess of Regina, was filed and discussed. The committee, comprised of Burgess, Jack Wilkie, Clarence Bligh, and Glenn Tuck presented the pros and cons of forming a sports federation in Saskatchewan (O. Burgess, 1977).

The concensus of the meeting was supportive of the principle of a sports federation and an ensuing resolution directed the committee to complete the study and to circulate the finished product to all sports governing bodies so that at yet another meeting to be held in the fall of 1966, they could deal with its implications (Proceedings, Continuing Education Conference, January 1966:18).

On March 8, 1966, Orrison Burgess wrote to Jack Wilkie, erstwhile Director of the Fitness and Recreation Division, and suggested that the Feasibility Committee be discharged due to the changes affected in the Division, adding the hope that the new Youth Agency might finance a reactivation of the study (Correspondence, O. Burgess to J. Wilkie, March 8, 1966).

Burgess reported the discontinuance of the Feasibility Study Committee at an executive meeting of the AAU of C (Sask) and that there seemed to be ". . . no significant interest in the study at this time" (Minutes, Executive Meeting, AAU of C (Sask), May 9, 1966:1).

The notion of a provincial sports federation in Saskatchewan seemed to have been for the moment put "onto the back burner" (Burgess, O., 1977).

In April of 1966, a major change in structure of the provincial government's primary agency responsible for sport was affected. The Liberal Party, under Ross Thatcher, had been elected in 1964. In 1965 a major study of all government services to youth was undertaken by Drs. Lloyd Barber and Howard Nixon. Their report, Youth--A Study in Our Time, was largely responsible for the establishment, in April of 1966, of the Provincial Youth Agency (Baka, 1978:262-263). In the restructuring, all sports-related services and their respective staffs were transferred to the new Agency. Dr. Howard Nixon was appointed the Agency's first Executive Director and was directly responsible to the Minister-in-Charge, C. P. "Cy" McDonald.

One of the structural changes brought about with the introduction of the Provincial Youth Agency was its creation and utilization of an Advisory Council on Youth, chaired by Howard Nixon, and comprised of adults representing various organizations in the province. Its job was to advise government of policies and programmes by means of its various recommendations (Provincial Youth Agency, Progress Report, 1966-69:4-7).

The new Liberal government wanted to affect some innovative programming within its new Youth Agency (Tuck, 1977). The staff responded with enthusiasm offering new solutions to ever-present problems in the administration of amateur sports (Clarke, 1977). And the Advisory Council on Youth responded to the direct appeals of three of the larger associations in the province, the Saskatchewan Amateur Hockey Association (SAHA), the Saskatchewan High Schools

Athletics Association (SHSAA), and the Saskatchewan Parks and Recreation Association (SPRA) with a recommendation to the executive-director of the Youth Agency and the Minister-in-Charge for action (Baka, 1978:272). The needs most frequently identified were seen to be those for part-time management, secretarial services, administrative assistance, and office space (Tuck, 1977).

On February 3, 1968, Gordon E. Mundle and Glenn Tuck presented the Youth Agency's proposal for establishing a provincial "super" office to meet the needs of these three associations and to offer limited services to other provincial associations (Minutes, Meeting of SAHA, SHSAA, SPRA, and Youth Agency Regarding Establishment of a Provincial Office, February, 1968). It was felt that a single office would reduce office rental costs, provide less expensively, better office services such as addressograph, copy and duplicating, might facilitate coordination of school and community recreation and sport programmes, and permit the employment of very competent professionals in promotions and public relations to strengthen each of the participating organizations (pp.1-2).

The proposal suggested that the "super" office would be supervised by a board of management made up of representatives of each organization together with the Youth Agency and that services could be provided on a fee-for-service basis. Mundle and Tuck clearly reiterated government's mandate to merely be assistive and, therefore, the new "super" office would be established outside of government,

> able to do things that it would not be able to do under Government; . . . not vulnerable to the whim of Government; with planning and decision-making . . . in the hands of the organizations in order to keep them active, interested and autonomous (p.2).

After lengthy discussion it was agreed to approve in principle the Youth Agency's proposal and that a board of management be struck comprised of the President of each organization together with a representative of the Youth Agency (p.10).

In March of 1968, the Provincial Youth Agency's Advisory Council gave its blessing to the new organization, Saskatchewan Sports and Recreation Unlimited (SSRU) (Recreation Newsletter, March, 1968:7). The original board of management consisted of Don Stynsky (SAHA), Lawrence Jacques (SPRA), Vern Pachal (SHSAA), and Glenn Tuck (Provincial Youth Agency). An office was opened at 2054 Broad Street in Regina and provided space and office equipment for full-time staff for each of the three founding organizations. Finally, on November 14, 1969, SSRU made formal application for Incorporation under the Provincial Societies Act.

The Youth Agency convened a 4th Provincial Conference on Sports in the fall of 1970. Chairman, Glenn Tuck, welcomed sixty-three delegates from more than thirty sports governing bodies giving as the reason for calling this conference, the Agency's concern over the several ideas and problems brought to its attention in working with provincial sports groups, In addition, it was hoped that they might

> determine what the Saskatchewan Sports Governing Bodies feel they need to continue to improve and expand their programs (Proceedings, Conference on Sport, November, 1970:1).

Once again, through the medium of smaller discussion groups, delegates related to government what they perceived were the problems in sport, what kind of assistance they needed most to help their sport to develop, and what ought to have been done to make sport more dynamic in society generally (p.2).

Three of eight discussion groups called for some form of multi-sport federation to effectively coordinate efforts that were common among all sports.

A most significant resolution was presented by Ches Anderson and Harry Robbins,

> BE IT RESOLVED, that the Saskatchewan Youth Agency, with guidance and assistance from all Provincial Sports Governing Bodies, gather and compile detailed information on all possible existing sports federations and similar organizations in Canada, Europe, and the United States with the aim of setting up a Saskatchewan Sports Organization (p.7).

The resolution directed the findings and any draft proposals to be distributed to all sports bodies and that they be dealt with at another conference to be held no later than June 1, 1971.

An amending motion by Hartley Kerr and Warren McKay provided for a steering committee, representative of sports governing bodies, to assist and guide the Youth Agency in its task.

Delegates then elected seven of their number to be this steering committee including: Hank Lorenzen, Jack MacKenzie

Ken Bowren, Fraser Hodgson, Howie Atkinson, Roger Derby, and Ches Anderson.

The meeting had been fruitful (Tuck, 1977; Lorenzen, 1977) and the delegates departed more than a little confident that progress was being made. From out of the discussion groups had come sixty individual items that delegates felt a sports federation could attend to on their behalf. The ten most common were to provide the most enduring direction for the resultant federation, Sask Sport. These ten included:

1. Coordinated fund-raising program.
2. Administrative services.
3. Media relations.
4. Certified coaches program.
5. Increased grants.
6. Full-time administrative personnel.
7. More competition opportunities.
8. More participation in all sports.
9. More facilities.
10. Training centre.

(Proceedings, Conference on Sport, November, 1970:Appendix 4).

The steering committee set to work immediately. Under the chairmanship of Henry Lorenzen, various committee members gathered information on sport federations in Sweden, Czechoslovakia, West Germany, Great Britain, Japan, United States, and Australia (Minutes, Steering Committee, March 5, 1971). Before the spring and summer of 1971 had waned, the committee had readied some major recommendations to present to the September Conference on Sport (Minutes, Steering Committee, March 29, 1971). The most important of these recommendations included:

1. Agreement on a philosophical basis for sport as an enriching experience for everyone, in close harmony and, yet, independent of government, concerned for the recreational participant as well as the elite performer.
2. A statement of purpose for a sports collective,

   > To encourage and promote Sport as a positive force to enrich the quality of life for all through broad participation and the pursuit of excellence (p.2).
3. A proposed structure for the federation comprised of a General Council made up of the membership, a 10 to 16 person Management Committee aided by standing and ad hoc committees, and a professional staff which would affect administration of the collective.
4. A proposal of four different names: SASKSPORT, SASKASPORT, SPORT SASK, and SPORT SASKATCHEWAN.
5. A draft Constitution and By-laws (Proceedings, Conference on Sport, September, 1971, Appendix H).

What might well be labelled the "Founding Meeting" of the collective, Sask Sport, was convened under the sponsorship of the Provincial Youth Agency at the Vagabond Motor Inn in Regina on September 25 and 26, 1971. E. W. "Wally"

Stinson of Saskatoon, a past director of the previous government's Fitness and Recreation Division and a major leader in amateur sport in Canada, was called upon to chair this the fifth provincial conference since 1964. Over eighty delegates from the thirty-six provincial sports associations participated in the historic weekend.

The final decision on launching a sports federation was to be made and words of encouragement and support were heaped on the delegates by spokesmen from the national government's Fitness and Amateur Sport Directorate, from the President of the Canadian Amateur Sports Federation, and from the newly-appointed Minister responsible for the Provincial Youth Agency, the Honorable Roy Romanow[26] (Proceedings, Conference on Sport, September 25-26, 1971).

These were heady times for sport in Saskatchewan and in Canada. Saskatoon had just played host to the 1971 Canada Winter Games, plans for Regina's hosting the 1973 World Curling Championships were moving along, the excitement of the Olympiad in Montreal in 1976 was beginning to swell, as was the enthusiasm of the amateur sporting community for the federal government initiatives in the Fitness and Amateur Sport Directorate. Provincial sports federations were being organized and becoming established across the whole of Canada.

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[26] On June 23, 1971, the Liberal government of Ross Thatcher was defeated by a resurgent New Democratic Party (formerly the CCF) under the leadership of Allan Blakeney, The Provincial Youth Agency retained its stature in government's bureaucracy within the portfolio of the new Cabinet Minister, Roy Romanow.

The report of the steering committee to this fifth Provincial Conference was readily accepted (Lorenzen, 1977). A motion to form an Interim Management Committee made up of the seven members of the steering committee plus an additional five members,

> for a maximum of six months, at which time they will be instructed to call a general meeting and follow the constitution as set up,

was carried unanimously (Proceedings, Conference on Sport, September 25-26, 1971:4).

The Interim Management Committee thus formed was comprised of Ches Anderson, Howie Atkinson, Ken Bowren, Roger Derby, Fraser Hodgson, Henry Lorenzen, Jack MacKenzie (the old Steering Committee), plus Joe Kanuka, Gord Mundle, Maureen Rever, Chuck Sebestyen, and Wally Stinson (p.5).

At its first meeting held after the adjournment of the main conference, the management committee elected its first slate of officers: Chairman, Hank Lorenzen; Vice-Chairman, Wally Stinson; Secretary, Jack MacKenzie; and Treasurer, Gord Mundle. Four committees also were struck immediately including Constitution (Joe Kanuka and Gord Mundle), Finance (Gord Mundle), Application (Roger Derby and Gord Mundle), and Education (Maureen Rever).

Early Struggles to New Horizons 1971-1973

Even though they were but an "interim" management committee, the twelve-man board launched itself into the business affairs of the new collective with vigour.

Four provincial sports bodies became the Charter Members of the association: Swimming, Football, Fastball, and Wrestling (Minutes, Management Committee, October 23, 1971) but, before the federation's first annual general meeting in March of 1972, the list numbered forty-seven active members.

As with their predecessors in similar positions in new sports federations in British Columbia and Alberta, the management committee, of necessity, focused attention on the matter of establishing a basis of funding which would enable the collective to operate its central office.[27]

It was felt by the committee that, since the federation was so new and was making efforts to "get on its feet," there was sufficient legitimacy in seeking out some special "initial injection" via the Youth Agency from the coffers of the federal government. Whilst a commitment from the Provincial Youth Agency to guarantee funding for both the six months of operation leading up to the annual general meeting and the actual costs of that meeting had already been given, it was agreed that the committee should prepare a brief to the Agency requesting additional funding for an executive secretary and for programme costs for the 1972-73 year

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[27] At the "Founding meeting" of September, 1971, it was agreed that the membership fee should be set at a nominal $5.00 per association (Proceedings, Conference on Sport, September 25-26, 1971:6).

(Minutes, Management Committee, October 23, 1971).

At this first meeting of the management committee it was agreed that Sask Sport should become affiliated with SSRU and should seek office space in that agency (Sask Sport had just learned that SSRU was to be moved to larger quarters at 1950 Broad Street). And, in addition, the board appointed four people, Murray Swayze, Pat Lawson, Wally Stinson and, later, Doug Bruce to represent the federation on the Management Committee of the Saskatchewan Sports Hall of Fame. Thus was initiated an enduring and close working relationship with the Hall of Fame.[28]

The provincial government viewed Sask Sport's requests for funding with favour and on February 17, 1972, Chairman Lorenzen was able to report that R. C. "Scotty" Livingstone had been hired as Sask Sport's first Executive Secretary for a ten-week period. Livingstone immediately assumed his duties working out of the Sask Sport office in SSRU (Minutes, Management Committee, February 17, 1972:1).

At this time lotteries were either being considered or were successfully operated throughout the Canadian sports scene (being operated most notably in Manitoba, Ontario, and British Columbia and considered by the "senior" Canadian Amateur Sports Federation). Understandably the Finance Committee was immediately directed to investigate the operation of some lottery--possibly jointly with Manitoba. In fact, the suggestion was made that these investigations be broadened to include the feasibility of Sask Sport becoming the sole fund-raising body for sport and that discussions of this notion with the provincial Attorney-General be initiated immediately (Minutes, Management Committee, October 23, 1971:2).

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[28] For a complete history of the Hall of Fame see "Looking Ahead," Saskatchewan Sports Hall of Fame, Regina, 1981.

Although the idea of a joint Manitoba-Saskatchewan lottery was judged not possible at this point in Sask Sport's young life (Minutes, Management Committee, December 5, 1971:1), discussions with government concerning Sask Sport's involvement in a lottery did continue.

In preparation for the first annual general meeting, slated for March, 1972, the new executive secretary was instructed to prepare a series of position papers on various programming ideas that would, it was suggested, form the future direction of the federation. These programme dimensions included: Sask Sport as a united voice for sport, sports facilities, financial involvement, public awareness, research, leadership, administrative support services, coordinating Canada Games, and Hall of Fame selection processes (Minutes, Management Committee, February 17, 1972:5-6).

Sask Sport's first official annual general meeting was held on the weekend of March 25 and 26, 1972, at the Golden West Motor Inn in Regina. The list of achievements by the Interim Management Committee given by Chairman, Henry Lorenzen, must have been impressive. Of particular moment to the eighty-two delegates and guests in attendance was the acquisition of a provincial support grant and a personnel and development grant which enabled the collective to open its office in SSRU and to hire Scotty Livingstone as Executive Secretary (Meeting Materials, Annual General Meeting, March 25-26, 1972:3).

In his remarks, Chairman Lorenzen paid tribute to the excellent cooperation and continued support of the Youth Agency,

> and in particular thanks to Bill Clarke who serves as a continuing consultant, advisor, and resource reference on virtually all matters (p.3).

Lorenzen also alluded to a developing conflict within the management committee-one which later would split the committee into two philosophically different "camps" and would, within two years, be the direct cause of the withdrawal from all Sask Sport endeavours of that body's principle architect and tireless advocate, Henry Lorenzen (Teece, 1977; Burgess, 1977; Clarke, 1977; Kanuka, 1981; Lorenzen, 1977). On one side stood the "idealist," Lorenzen, who claimed that,

> some persons do not see a Sports Federation as a money raising committee or body (Meeting Materials, op cit:3)

while on the other side ranged the rest of the more "realistic, pragmatic" committee led, essentially, by Joe Kanuka, who,

> feel that this must be the primary function of the federation (p.3)

The majority stance then assumed by the management committee as a recommendation for future direction of the collective was,

> that we should pursue a direction of general fund raising to provide the working capital to make SASK SPORT a self-sufficient entity, and to develop a source of funds sufficient to sponsor research and development programs related to membership needs (p.3).

Annual general meetings of the provincial sports federations in Canada serve two very useful purposes: they provide for communications and information exchange among members and between various agencies and they provide a forum which facilitates decision-making within the federation. This first annual general meeting of the fledgling federation accomplished both purposes.

Chairman Lorenzen reported that Sask Sport had been duly Incorporated under the Societies Act on January 20 of that year (Minutes, Annual General Meeting, March 25-26, 1972:1).

The provincial government, in a speech read for the Minister-in-Charge of the Youth Agency, Roy Romanow, made several announcements which proved important to sports in Saskatchewan (Appendix B). Grants available for hosting of major sporting events were continued, SSRU was moved to new and larger quarters to accommodate increased demand for its services, and the Saskatchewan Sports Hall of Fame was to be housed in the historical site "Saskatchewan House" in Regina.

The Minister also announced the preparation and appropriate financial support for the First Saskatchewan Summer Games slated for the Labour Day weekend of August 31 to September 4, 1972. The Games programme would, like the

Canada Games, alternate every two years between winter and summer with the Saskatchewan Summer Games in the year preceding the Canada Summer Games and the Saskatchewan Winter Games in the year preceding the Canada Winter Games (Appendix F). It was hoped that these Games would be helpful in selecting the best possible team to represent Saskatchewan in following Canada Games (Appendix B:4).

Although the Games were to be in the administrative jurisdiction of the government, from the very beginning Sask Sport was to play a significant role with clearly established tasks. These included: liaison between sports governing bodies and government, gather sanctions for each competition in the Games from respective national sports governing bodies, help to prepare the technical package for the proper administration of the competitions in the Games, visit and evaluate each of the towns and cities bidding to host the Games and to recommend to the Minister the awarding of the Games to some particular city and, finally, to serve in an advisory capacity with Games' committees in the matter of protocol for all competitions.

Since this meeting was officially Sask Sport's first annual general meeting, it was ruled that delegates were to follow the approved constitutional processes and elect twelve members to the "permanent" Management Committee. Election results gave two-year terms to Henry Lorenzen, Wally Stinson, Ches Anderson, Ken Bowren, Fraser Hodgson and Ted Dawson. Those elected to serve one-year terms included: Dennis

McCullough, Harry Robbins, Bill Hawrylak, Don MacAulay, Marguerite Slack, and Doug Chamberlain (Minutes, Annual General Meeting, March 25-26, 1972:5).

Probably the most important decisions made at this first meeting were those resulting from the extensive discussion by delegates of the papers prepared by members of the Interim Management Committee and disseminated to delegates in their pre-meeting information (Appendices A to K).

As a result of these presentations, Standing Committees of the federation were created. They included a United Voice Committee, Facilities Committee, Communications Committee, Research Committee, Archives Committee, and a Finance Committee (Minutes, Annual General Meeting, March 25-26, 1972). All standing committees were comprised of at least one management committee member plus as many volunteers from outside as deemed appropriate (Lorenzen, 1977).

Three additional motions were approved at this meeting and provided direction for the efforts of the federation throughout its early years. Delegates voted to have their federation publish regularly a newsletter (a task given over to the new Communications Committee) and supported the concept of a Regional Training Centre in Saskatchewan, offering to assist the Youth Agency in its efforts to reach this objective (Minutes, Annual General Meeting, March, 1972:4-5).

Unquestionably the most important decision taken at this first meeting was moved by Gord Mundle and seconded by Ches Anderson, "That we go ahead with the Immediate Fund

Raising Project" (p.6). The project had been carefully studied in detail and was part of the discussion paper on Fund Raising projects (Appendix J) presented to the delegates. It recommended that Sask Sport become a "selling agent" for the Regina Exhibition Association Limited and Saskachimo Exposition Limited in their major lottery on a named race within the thoroughbred racing card at each exhibition entitled the "Saskatchewan Derby Sweepstakes."

The project was geared to meet two very critical goals: one, to help to provide funding directly to the sports associations in the province and to Sask Sport as the "selling agent" and, two,

> It would indicate by the performance (sale of tickets) whether SASK SPORT through its affiliated members, is prepared and capable of running a successful fund raising project of their own (Ibid.).

The principle responsibility for Sask Sport in the venture was to create an administration structure capable of wide and efficient ticket distribution and tight control and accountability on all transactions. The commitment from Sask Sport's membership was to blanket the province with sellers and to meet deadlines for ticket and cash returns (Pielak, 1977).

The proposal was endorsed by the delegates assembled. And with that decision, Sask Sport was launched into the sometimes frenetic world of the lottery business.

Within the membership assembled there was an air of caution regarding the expected returns from the involvement in the sweepstakes lottery. Financial statements of the new federation showed total revenue of only $385 for the first six months of operation (these figures did not reflect the grant received from the Youth Agency to offset the salary of the executive secretary) (Minutes Annual Meeting, March, 1972:Appendix G:Exhibit A). The Financial Committee asked the meeting to approve a budget for 1972-73 of $51,000 ($30,000 anticipated revenue from the lottery and $10,000 from government grants) (Exhibit B).

Delegates refused to approve the budget and, instead, directed the management committee to operate Sask Sport on a minimum expense basis until priorities were established and sources of revenue were determined.

Immediately after the annual meeting had adjourned, the new management committee met and returned Henry Lorenzen to the Chairman's position on the Executive. Other officers selected were Ted Dawson as Vice-Chairman, Marguerite Slack as Secretary, and Fraser Hodgson as Treasurer (Minutes, Management Committee, March 26, 1972).

In that spring of 1972, the Blakeney government affected some major structural changes in its primary agency in sports. On April 1, all governmental programmes in youth services, cultural activities, sports, and fitness were combined within a much more politically prominent Department of Culture and Youth (Baka, 1978:280). Within the Department was a Recreation and Youth Branch which, one year later, gathered all programmes and activities related to sport into a Sports and Recreation Branch headed up by Director, Bill Clarke. The staff included four programme coordinators: Al Heron (Sport Consultant), Gary Mather (Sport Consultant), Don Seaman (Games Consultant), and Jack Young (Recreation Consultant). Of greatest significance for sports in Saskatchewan was that the Director, Bill Clarke, reported directly to the Deputy Minister, a fact which signified the high status afforded this agency within the departmental hierarchy (Baka, 1978:281).

The first full year of operation for the "permanent" management committee was a difficult one indeed! Anticipated lottery income levels were not realized, dependence on government grants continued, the level of discord between the committee and its chairman over the issue of Sask Sport acting as a fund-raiser increased, and there was the suggestion of a conflict in identification of roles between the Department of Culture and Youth and the federation.

> It (the federation) couldn't make a go of it on its own because it just didn't have enough confidence in their member associations, they still weren't sure what this funny kind of organization was. And so we really stretched them out for a year and it pretty nearly broke up. Because they just couldn't seem to make it go (Clarke, 1977).

Even with precarious bank balances, the new management committee realized it could not do without the services of an executive secretary and, therefore, agreed to extend Scotty Livingstone's contract to June 30, 1972 (Minutes, Management Committee, April 16, 1972:5).

At its May 13, 1972, meeting the committee agreed to recommend to the Minister-in-Charge of the Department of Culture and Youth, that the site of the First Saskatchewan Summer Games be Moose Jaw (Minutes, Management Committee, May 13, 1972:1).

At that same meeting the committee endorsed a brief prepared for the Advisory Council on Youth which requested an operating budget for Sask Sport from June 1, 1972, to December 31, 1972, of just over $30,000 and an additional request for a grant of $16,500 to cover a projected deficit during that period (Appendix).[29]

The management committee accepted the resignation of Don MacAulay at its July meeting. MacAulay had accepted a position with the government's Department of Culture and Youth and, therefore, felt it appropriate to resign his Sask Sport position (Minutes, Management Committee, July 16, 1972). The management committee immediately appointed Joe Kanuka to replace MacAulay for the remainder of the one-year term.

Once again the concern over the committee focusing attention on fund-raising was raised. It was noted that there seemed to be a lack of concerted drive by the membership to sell Sweepstake tickets (p.2). It was charged that Sask Sport had to employ someone to manage the lottery operation; that the executive secretary would have to be concerned and involved in this function; that the committee would have to be less philosophical and more realistic in its approach to acquiring funds to operate. Kanuka suggested that Sask Sport should,

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[29] Budgeted income from lotteries had been reduced from $30,000 (March, 1972) to $7,000 in this May, 1972, brief to government. A "Trial Balance" on the lottery operation to June 30, 1972, showed a profit from the lottery of only $544 which seemed to justify the caveat of the membership at the annual meeting.

> go to the federal and provincial governments for more money, and to get complete control of the lottery. The problem is money--to get things going financially and once it's on its way, money won't be so all important (p.5).

The charge was made that, although Sask Sport should be seen as the central agency in sport in the province, it was not--that the government agency held that position,

> primarily because Sask Sport was fostered by the Agency and because the Agency has an established history as the advisor/supporter of sports organizations (p.4).

The government representatives responded that there was no real conflict, that Sask Sport was merely going through the trials and tribulations of growth ". . . straightening out roles and eliminating functional overlap" (Ibid.).

Over objections from the chairman, Lorenzen, the committee agreed to seek out a new executive secretary, one who would be active in raising money and managing the lottery operation for Sask Sport. A committee of three: Dennis McCullough, Harry Robbins, and Bill Hawrylak, was struck to process the hiring of the "permanent position." Since it was to be permanent and in order to ". . . give the position better status," it was agreed to change its title from Executive Secretary to Executive Director (Ibid.).

The chairman's position on the issue remained constant. He stated that he was not prepared to set policies geared to the executive director being a fund raiser, neither did he feel he could go "all out" when the federation appeared to be going solely in a fund raising direction (Ibid.).

The wheels of government finance must have been seen to turn ever so slowly during the fall of 1972. The federation anguished awaiting a response to its request for financial support submitted on May 13 earlier (Lorenzen, 1977; Clarke, 1977). Finally, the government did respond by calling a special joint meeting of both Sask Sport and SSRU together with the principles from Culture and Youth, including Deputy Minister, Frank Bogdasavich and Director, Bill Clarke, (Minutes, Special Joint Meeting, January 21, 1973).

Government had estimated that it would cost about $35,000 per year to operate Sask Sport's office at the level deemed necessary. They were prepared to offer a one-year grant of $23,000 to $24,000 to the federation to help them get established. The grant would be spent largely on hiring an executive director and in the operation of that office. Government insisted that they would review, with Sask Sport, the list of applications to ensure the person hired was well qualified and that government was satisfied. The Director, Bill Clarke assured the meeting that Sask Sport would advertise for the position, select, and employ the executive director.

During the discussion, the Deputy Minister guaranteed that his department would pay Sask Sport's office rent in SSRU for one year and,

> Implied that there will be a lottery in Saskatchewan for Amateur Sports and Culture. It will not be a government run lottery but will be run by other groups or agencies. There is some thought to running a Regional Lottery of Manitoba, Saskatchewan, Alberta, and British Columbia because of the Ontario and Quebec large lottery prizes. This will be discussed in Victoria next week. The Saskatchewan Lottery could be a source of funds for Sask Sport (p.3).

The management committee agreed to accept the government's offer of support.

At its last meeting prior to the second annual general meeting, the committee accepted the resignation of Ted Dawson from its ranks. In addition, they were informed that there were fifty-five applicants for the executive director's position and a recommendation on one of that number would be made at the annual meeting (Minutes, Management Committee, February 13, 1973).

The future of the federation, even short term, did appear to be brighter.

Lottery Success to Programming Emphasis 1973-1978

Few of the delegates to Sask Sport's second annual general meeting could have even hoped for the rapid growth and development their federation would undergo in the next five years. This success story, noteworthy at any level in Canadian sports administration, was fashioned from just the right blend of a bullish civil service in the Department of Culture and Youth led by, in every way, a determined man, Bill Clarke, a receptive and responsive government led by a concerned and powerful Minister, Ed Tchorzewski, and a leadership in Sask Sport with just enough administrative expertise in its executive director and political moxie in its management committee to carry the day. Unquestionably it was a case of the right people being in the right place at the right time.

Structurally, the federation's founding fathers had engineered a very solid organizational base. The society's organization remained fundamentally intact throughout this period with but limited alterations necessary to enable the collective to continue its role as an initiator of new ideas and be administratively responsive to the phenomenal growth experienced in every sector.

During the early stages of this period Sask Sport expanded into its own lottery business. The bulk of administrative effort was in the introduction, nurturing, and establishment of this business venture--a venture with but one principal objective: to generate funds. The lottery was a huge success and the vast sums of money generated within the province were returned to an array of non-profit organizations as sales commissions and to provincial agencies for sport, culture, and recreation as grants.

All net profits from the lottery operation were held in a trust account. The Sask Sport Trust was created as a separate entity charged with the responsibility of disseminating these net profits in a responsible manner and to appropriate organizations in sports, culture and recreation in the province.

Sask Sport had originally been created to provide services to sport--services that the sports could not do for themselves or that government either could not or would not do for them. As Sask Sport's business of making money became an established success, the collective was able to turn its attention, once again, to programming designed to meet needs of the membership.

Each of these four dimensions of Sask Sport's history is addressed in this section.

Structure of Sask Sport

Not all the delegates to the second annual general meeting held on March 31 and April 1- 1973, were confident about the prospects of success for the central federation. Some were unsure of what Sask Sport then really was. Some were concerned that it was either just another bureaucracy, created by government or that it was, rather, just another amateur sports group, struggling to survive (Clarke, 1977; Zeman, 1977; Zwack, 1977). This sentiment was reflected, in part, by the fact that only five persons allowed their names to stand to fill the eight vacancies on the 1973-74 management committee (Minutes, Annual General Meeting, March 31-April 1, 1973:12). The six retiring committee members were D. McCullough, H. Robbins, B. Hawrylak, J. Kanuka, M. Slack, and D. Chamberlain. A replacement had not, as yet, been found for Ted Dawson and F. Hodgson had just "quietly left the board" (Teece, 1977).

The five who did accept the two-year term on the management committee (by acclamation) included Joe Zeman, Cas Pielak, Bob Van Impe, John Hoffman, and Joe Kanuka.

The bylaws of the federation were, at that meeting, altered to dispense with the Advisory Committee since, it was agreed, the policy of filling standing committees with resource people accommodated the same end (p.7; Teece, 1977).

At its first meeting held following the annual meeting, the management committee endorsed the recommendations of the ad hoc Personnel Committee that Richard G. (Dick) Teece be hired immediately as Sask Sport's Executive Director (Minutes, Management Committee, April 1, 1973).

The Nominating Committee was directed to prepare for the next meeting a slate of candidates to fill both the three empty positions on the management committee and the executive for 1973-74.

On the Nominating Committee's recommendations, Hugh Tait and Murray Swayze were appointed for two year terms and Stan Green was appointed for one year (Minutes, Management Committee, April 14, 1973:2). In what had to be interpreted as a vote of "no confidence" in Henry Lorenzen's constant opposition to Sask Sport's becoming heavily involved in the lottery business, the Nominating Committee recommended that Joe Kanuka, not even in attendance at that meeting, be elected Chairman. This was carried.

Two Vice-Chairmanships were created: Ches Anderson (North) and Cas Pielak (South). Swayze became Secretary and John Hoffman, a professional accountant, became the federation's Treasurer (Ibid.).

A special meeting of the management committee was convened in the early summer of 1973 (Minutes, Special Management Committee, July 16, 1973). Agreement was reached that Sask Sport would undertake a "sweepstake-type lottery." To iron out the anticipated problems and to get the lottery operative, a Lottery Implementation Committee was struck. Appointed to this committee were Hugh Tait (Chairman), Joe Kanuka, Scotty Livingstone, John Hoffman, Dick Teece, and advisors from the Manitoba Lottery Commission.

At its first meeting this committee reported it had hired Tait to be the Lottery Director, Norm Henick to assume the role of Agency Coordinator and Nanci Colbeck as Office Manager/Accountant/Comptroller, and that it had opened an office in Saskatoon (Lottery Implementation Committee, July 22, 1973). Furthermore, the lottery was to be known as the Saskatchewan Sweepstakes.

The committee, in a special meeting with the Minister, the Honorable Ed Tchorzewski, agreed to the need for an established committee to manage the vast profits anticipated from the lottery. Such a committee would be charged with outlining priorities and criteria for proper use of net profits within the areas of sport, culture and recreation. Further, it was agreed that such a committee should become a separate, legal entity--a "consolidated trust fund" (Minutes, Special Lottery Meeting, July 26, 1973).

At its September meeting, the full management board[30] gave its blessing to the Lottery Implementation Committee decisions. It created a Standing Committee on Lotteries and provided it with the direction to supervise and coordinate the operation of the Saskatchewan Sweepstakes and be responsible to the board of management (Minutes, Management Board, September 18, 1973:3.22). This lottery committee was comprised of at least five persons: chairman of the management board as committee chairman, Sask Sport's treasurer, executive director, and lottery director, plus at least one other person. Respectively, these positions were filled by Kanuka, Hoffman, Teece, Tait, and Ken Bowren.

A second standing committee was also struck: a Consolidated Trust Fund Advisory Committee. It was comprised of eleven members: a chairman appointed by Sask Sport, five other members also appointed by Sask Sport, four members appointed from prominent active members of the cultural community in the province, and one member from SPRA[31] (p.3.23). At that time sports and recreation had organized "umbrella" associations in the province but culture agencies had not. Until such time as the culture groups could form some umbrella organization able to speak for all agencies and groups, Sask Sport, on the recommendation of the Culture Branch of the Department of Culture and Youth, would make the four "culture" appointments to this committee.

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[30] Sask Sport's Management Committee became a Board of Management or Management Board unobtrusively and without formal motion. Hereafter all documentation refers to the two latter labels interchangeably.

[31] One of the conditions attached to government's licensing Sask Sport as the operator of this lottery was that net profits would be made available to the areas of sports, culture, and recreation in the percentages 50-40-10 respectively (infra. pp.251-252).

In his quarterly report to the management board and the Department of Culture and Youth, Dick Teece was able to note that the lottery was "operational" by September 30, 1973 (Quarterly Review of Executive Director Grant, September 30, 1973:1).

The task of establishing criteria for the granting of funds from the Consolidated Trust Fund was a heavy one for there were unique conditions and situations which warranted attention within each major division let alone between the divisions (Korven, 1977; Mackrill, 1977; Clark, 1977).

These unique conditions were accommodated largely through a development of internal "separation" in dealing with sports matters, culture matters and recreation matters. Three separate subcommittees of the Trust Fund Committee were, therefore, created and were responsible for establishing granting criteria in each area (Minutes, Consolidated Trust Fund Committee, October 12, 1973).

The third annual general meeting held on March 29-31, 1974, was presented with impressive developments that had occurred over the past twelve months. Delegates endorsed the decisions made by their Lottery Committee and, along with government officials, lauded the efforts of the board of management and that programme's successes (Minutes, Annual General Meeting, March 29-31, 1974:Appendix B). A resolution,

> supporting Sask Sport's stand in being named the agent to represent Saskatchewan in the proposed Western Canada Lottery and . . . urging . . . the Government of Saskatchewan to do all things necessary to enable Sask Sport to become a participating partner in the Western Canada Lottery.

was carried unanimously (p.7).

Outgoing management board members Lorenzen, Stinson, Anderson, Bowren and Green were replaced by six members elected for two year terms: Don Burgess, Jack Fenwick, Don Fry, Myril Offet, Joyce McKee, and Jurgen Wittenberg. Immediately prior to this annual meeting, Murray Swayze, having accepted an executive position with the Canadian Amateur Basketball Association, had resigned with one year to go in his term. The meeting elected Ernie Nicholls to finish out Swayze's term on the board (p.6).

Cas Pielak was elected Chairman of the Board at its first meeting in the federation's new year. Vice-Chairmen were elected: Burgess (Program) and Offet (Finance and Lottery). John Hoffman was made Treasurer and the Executive Director, Dick Teece, began a "permanent" tenure as Corporate Secretary (Minutes, Management Board, April 20, 1974).

Figure 3, Sask Sport Organizational Structure, illustrates the interrelationships between the board of

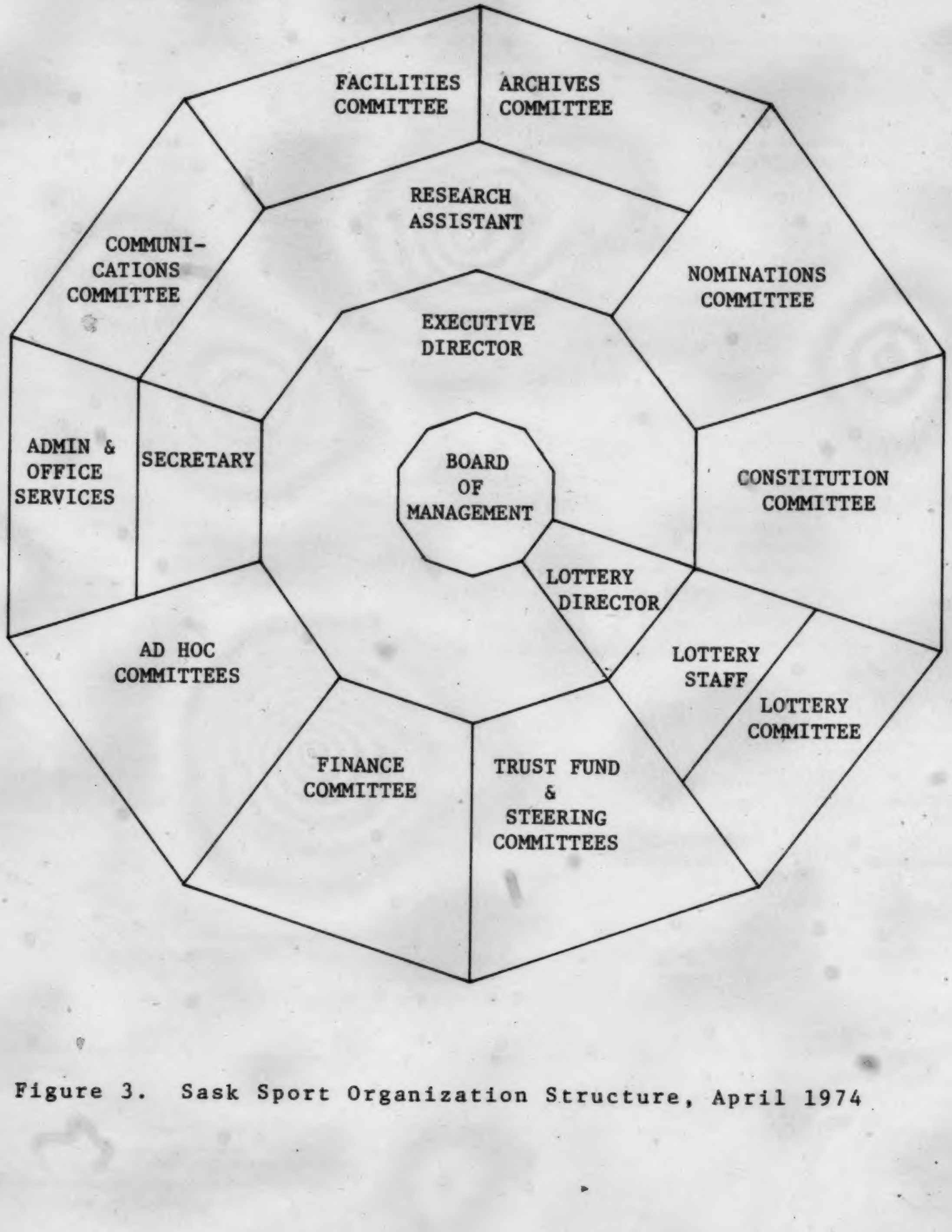
FACILITIES COMMITTEE
ARCHIVES COMMITTEE
RESEARCH ASSISTANT
COMMUNI-CATIONS COMMITTEE
NOMINATIONS COMMITTEE
EXECUTIVE DIRECTOR
ADMIN & OFFICE SERVICES
SECRETARY
BOARD OF MANAGEMENT
CONSTITUTION COMMITTEE
LOTTERY DIRECTOR
LOTTERY STAFF
LOTTERY COMMITTEE
AD HOC COMMITTEES
FINANCE COMMITTEE
TRUST FUND & STEERING COMMITTEES

Figure 3. Sask Sport Organization Structure, April 1974

management and its various committees in 1974. What is of particular interest is the relationship being developed between the board and its two major employees, the executive director and the lottery director. The lottery operation had been created to operate with its director in line responsibility under the executive director of the federation. At the April 20, 1974, meeting, the board of management gave approval to this new relationship--one in which the lottery director was developing into an administrative equal with the federation's executive director. This was a contentious issue (Pielak, 1977) and one which would prove to be problematic for the staff of the federation (infra, p.256; Teece, 1977).

Formal approval was given the decisions to establish the five-persons Lottery Authority and the eleven-person Sask Sport Trust at the federation's fourth annual general meeting held in March 21-23, 1975. At that same meeting two important constitutional changes were affected: membership in the federation was reduced to two categories, Active Members who carried two votes and Associate Members who carried no vote in the collective's affairs (Minutes, Annual General Meeting, March 21-23, 1975:4).

Management board members' terms were increased to three years with one-third (4) of the board members being elected at each annual meeting (p.5).

The board retired Zeman, Kanuka, Pielak, Hoffman, Van Impe, and Nicholls at that 1975 annual meeting. In order to accommodate the altered makeup of the board within the new terms, two ballots were taken, one which identified which two of the remaining six board members would have their current terms extended one year and which new board members would be elected for three and two year terms. Results of the balloting gave three years terms to new members Dean Dickson, Margaret Sandison, Ernie Nicholls, and George Parker. Two years terms were awarded to Ken Bowren, Brian Fern, Don Burgess, and Myril Offet. While Jack Fenwick, Don Fry, Joyce McKee, and Jurgen Wittenberg were to serve their last year on the board.

Myril Offet was elected Sask Sport's fourth Chairman at the management board meeting held on March 23, 1975 (Minutes, Management Board, March 23, 1975:1). Don Burgess of Saskatoon was named Vice-Chairman (Program) and Ken Bowren, Vice-Chairman (Lottery/Trust). Margaret Sandison became Treasurer. At that meeting the board created a new standing committee, one that would play a prominent role as the federation's attention was to focus more on programmes for the membership. The Program Development Committee, under the leadership of Vice-Chairman, Don Burgess, was constituted to coordinate all programming initiatives of the collective. The board dissolved the Communications Committee, turning their roles and functions over to the new Program Development Committee.

The growing stability of the sports federation was evidenced throughout 1976 and 1977 as few structural changes were made.

At the annual general meeting of March 26-28, 1976, Hugh Tait retired from a very long and illustrious relationship with amateur sport in Saskatchewan. His position as lottery director was filled by the appointment of Robert Ritchie (Minutes, Annual General Meeting, March 26-28, 1976).

At that fifth annual meeting Nicholls resigned his position on the board of management in order to leave that next fall to resume studies at the University of Alberta. New board members elected for three years included Bruce Hazel, Lou Hough, Garry Korven, and Earle Olson. Don Pollock was elected to fill out the two years remaining in Nicholls' term. Don Burgess accepted the position of Chairman of Sask Sport at the first board meeting in the new sports year.

In May of 1976, the executive gave approval in principle to the suggestion that Sask Sport ought to be utilizing the experience and expertise of its past chairmen in the creation of another new standing committee. All past-chairmen were contacted and agreed to serve on the Evaluation and Forward Planning Committee. Myril Offet became the committee's first Chairman (Minutes, Management Board, September 17-18, 1976). The committee was expected to use its collective wisdom in assessing the broader issues of where the federation was coming from, where it was headed, and whether or not it was getting there in the best manner possible (Fern, 1977).

Immediately prior to the sixth annual general meeting in March of 1977, Bruce Hazell's resignation was received by the board of management. Hazell, an employee with Imperial Oil Limited, had been transferred to Edmonton. His position was filled with the appointment by the board of Brian Fern (Minutes, Management Board, March 23, 1977).

The delegates to the annual general meeting of 1977 voted to accept the recommendation from their board that the Immediate Past Chairman should, in future, assume a full, voting position on the board of management. Thus, Don Burgess became the board's thirteenth member at the election of new board members (Minutes, Annual General Meeting, March 26-28, 1977). Other new members included Don Clark, Gail Mackrill, Dave Newsham and, an old friend, Joe Zeman.

At the first meetings in the new year the board elected Brian Fern to be its Chairman. By this time Sask Sport's lottery and trust fund operations were considered corporate divisions each with its own Vice-Chairman and each becoming more independent all the time (Teece, 1977; Fern, 1977). Chairman Fern believed that consolidation of all programming functions and areas within Sask Sport should follow suit, that the programme area should have its own "corporate identity," develop an autonomy at arm's length from the board and be on an "equal footing" with the Lottery and Trust. The board agreed and altered the Program Development Committee to become the Program Advisory Council under its first Vice-Chairman, Don Clark (Minutes, Management Board, March 27, 1977).

The other members of the expanded executive included Vice-Chairman (Trust), Dean Dickson; Vice-Chairman (Lottery), Lou Hough; Treasurer and Finance Chairman, Margaret Sandison; and the Immediate Past-Chairman, Burgess.

The Program Advisory Council was comprised of all of the chairmen of both standing and ad hoc committees that dealt essentially in programming areas. In addition, it appointed several resource persons from the community who were able to bring their special expertise to share in programming decisions (Minutes, Management Board, April 23, 1977).

The seventh annual general meeting of the federation endorsed the decisions of their board and formally approved the creation of the Council and the third Vice-Chairmanship (Minutes, Annual General Meeting, March 31-April 2, 1978). At the meeting it was announced that Dave Newsham had resigned his board position and that Don Fry had been appointed to complete the two years remaining in Newsham's term.

Delegates elected new board members Doug Baker, Jen Falk, John Hoffman, and Ed Magis, all for three-year terms.

The Lottery Operations

Sask Sport's ventures into the lottery business included the period the federation acted as a selling agent for the Saskatchewan Derby Sweepstakes (to December, 1973), the period it operated its own Saskatchewan Sweepstakes (November, 1973 to July, 1974), and its continuing involvement as the designated licensee of the Western Canada Lottery in Saskatchewan.

The initial venture into lotteries was rather brief and hardly a success (Lorenzen, 1977). Delegates to the 1972 annual general meeting had directed their management committee to become selling agents for the Exhibition Board's Saskatchewan Derby Sweepstakes (supra. p.227). By June 30 of that year, the financial situation with the federation was such that they were without an executive secretary. The management of the ticket sales was partly handled by volunteers in the office at SSRU and, literally ". . . from the kitchen table in our house" (Lorenzen, 1977). By and large, the operation was a mail-out to sports clubs and sports organizations.

The collective's involvement in the Derby Sweepstakes limped along until the late spring of 1973 when Sask Sport began to turn its attention to plans for its very own lottery (Minutes, Management Committee, June 2, 1973).

The Derby Sweepstakes made very little money for Sask Sport. Audited statements for the eighteen month period ending December 31, 1973, showed total net profits of only $1,204 (Minutes, Annual General Meeting, March 29-31, 1974: Appendix D).

The management committee maintained that sound lessons were learned and that the problem essentially was in trying to operate a lottery in an amateur way using volunteer workers. "It just was not practical. Too many day-to-day details required the attention of a full-time manager and staff" (Lorenzen, 1977).

The annual general meeting of 1973 encouraged the board to continue to pursue several fund raising ideas, among them Manitoba's Sports Toto, all government grants, a public appeal for sport, as well as Sask Sport's own lottery (Minutes, Annual General Meeting, March 31-April 1, 1973).

It was reported that a public appeal for sport was unattractive inasmuch as Sask Sport was not a national body and income tax benefits would, therefore, not accrue to corporate or private donations. In addition, it was decided to reject participation in Manitoba's Sports Toto scheme.

> There was some question as to the complete legality of Sports Toto . . . and, anyway, projected profits from the scheme were just too low. North Americans just weren't accustomed to playing "penny pools" -- purely a cultural thing (Teece, 1977).

Sask Sport was already doing what it could to maximize grants available from government. And so, they turned their attention to plans for their own major provincial lottery.

As early as January of 1973, the government and the sports federation had discussed the issue of a major lottery in Saskatchewan (Minutes, Special Joint Meeting, January 21, 1973). It had been reported that the governments of the four western provinces had discussed concerns over operating fair lotteries, over inter-provincial ticket sales (raiding), the apparent proliferation of lottery schemes, and the impact of existing lotteries with very big prizes operating in Ontario and Quebec. The solution, then, was evidently a western regional lottery (Ibid,;Clarke, 1977).

> The governments in British Columbia and Manitoba had no problems with a government run lottery. Alberta and Saskatchewan had some considerable problems . . . Manitoba and British Columbia wanted their money for sport, we wanted it for sport and recreation and culture -- and so did Alberta (Clarke, 1977).

The government did decide to get into the lottery business and, further, they decided that they could still "manage" lotteries in the province by finding an organization or agency that could operate the lottery outside of government but "for" the government. After considering several alternatives, they selected Sask Sport.

> It was decided first to allow the Sports federation to launch its own major lottery . . . to test whether or not they could do it. If Sask Sport could show its ability to manage their own, then the government would let them in on the larger western regional lottery (Clarke, 1977).

Once the government decision had been taken, things moved very quickly. Sask Sport's executive was called to a special meeting of the Deputy Minister, the Director, and some staff of the Department of Culture and Youth (Minutes, Executive Meeting with Culture and Youth, July 13, 1973). Detailed discussion centered on the details of a Sask Sport lottery proposal: costs, dates of operation, what groups would benefit from the lottery, some possible criteria for distributing profits, staffing required, initial funding, and the need for an implementation committee. It was agreed that within three days they would seek approval in principle of the plan at Sask Sport's management board, within five days (July 18) a preliminary operational plan would be completed, and that by July 25 a final operational plan would be ready and the formal application for a license would go to the Minister.

Almost without exception, these time lines were met. The board of Sask Sport gave approval and appointed a Lottery Implementation Committee composed of Hugh Tait, Chairman, Kanuka, Scotty Livingstone, Hoffman, Teece, and advisors from the Manitoba Lottery Commission (Minutes, Management Committee, July 16, 1973). Further, they agreed to appoint immediately a Manager and a Comptroller for the lottery and to seek interim financing of some $50,000 to launch the venture.

On July 26, 1973, a very important meeting took place between the Regina Exhibition Board and Sask Sport's executive to discuss plans for the impending federation lottery (Minutes, Special Meeting with Exhibition Board, July 26, 1973). The meeting was fruitful and there was agreement on a sharing of the lottery "markets" in the province. Essentially Sask Sport's lottery would take the winter market and the Derby Sweepstakes would retain the summer market (Teece, 1977).

The Sweepstakes was a simple lottery which sold $1.00 tickets on the chance of winning cash prizes which totalled $100,000. The lottery was conducted from November, 1973, for approximately ten months. The ticket system used was a "bearer system" wherein the buyer wrote his name, address, and telephone number on a stub which was then deposited in a ticket drum. Winners were then drawn from all of the stubs collected.

Final stages of the processing of the application for the lottery license were completed at yet another special meeting--this time with the Minister and his Department staff. Among the many details resolved were:

1. That profits would be shared,
    - 50% to Sport since they assumed all risks
    - 40% to Culture since they were not as well organized as Sport or Recreation
    - 10% to Recreation since they were already well organized and in receipt of considerable government support.
2. That there was a need of a committee to set priorities and criteria for the use of profits by Sport, Culture, and Recreation.
3. That there may be a need for a separate entity to administer the net profits through a consolidated trust fund (Minutes, Special Meeting with the Minister, July 26, 1973).

The federation's board approved of the actions of its Lottery Implementation Committee at its early fall meeting (Minutes, Management Board, September 18, 1973). The lottery was named the Saskatchewan Sweetstakes, Hugh Tait was made Lottery Director and worked out of a newly-opened lottery office in Saskatoon. Norm Henick was appointed Agency Coordinator and Nanci Colbeck became Office Manager/ Accountant. The lottery license had been applied for and received (August 27, 1978).

At this board meeting two new standing committees of Sask Sport were created: a Lottery Committee and a Consolidated Trust Fund Advisory Committee. The Lottery Committee was charged with the supervision and coordination of the operation of the Sweetstakes and any other lotteries or fund raising projects undertaken by the federation. The committee was responsible to the management board and comprised of the chairman of Sask Sport as Committee Chairman, treasurer, executive director, lottery director, and one other member. Appointed as the first lottery committee were Joe Kanuka, John Hoffman, Dick Teece, Hugh Tait, and Ken Bowren.

The lottery committee provided the federation's executive with a Sweetstakes Lottery budget at its meeting of October 5, 1973. For the period April, 1973 to March, 1974, it was projected that total revenues would be $1,150,000. Operation (break even) expenditures were estimated at $258,292, commissions to sellers were projected at $445,854, which suggested a net profit (to the Trust Fund) of $445,854 (Minutes, Executive Meeting, October 5, 1973).

The Lottery Director's report to the management board that,

After three weeks of sales it appears that the

> lottery will be successful. With present trends of returns continuing there will be no problems in meeting projected profits and expenditures (Minutes, Management Board, November 17, 1973:2),

was welcome news indeed (Kanuka, 1977; Teece, 1977).

Even during the exciting time that Sask Sport was organizing the complex administration of its Sweetstakes Lottery, the government was engaged in continuing negotiations on a Western Canadian cooperative lottery scheme. The government had every intention of including Sask Sport in its plans. The scheme would require the appointment of a Provincial Marketing Authority to act as the province's sales agent and to become a part of the planned lottery company. Sask Sport's Chairman, Joe Kanuka, was invited to become a member of the Steering Committee.

> It would be advantageous for the Province of Saskatchewan to have as one of its representatives on the steering committee and once formed, the initial Lottery Board of Directors, a member of the organization operating a lottery program.
> Sask Sport is being considered as the possible marketing authority for our Province in this program and this too would be of benefit to both the government and your organization as the formulative plans are finalized (Correspondence, E. Tchorzewski to Joe Kanuka, October 5, 1973).

Immediately prior to the third annual general meeting, government intentions were made very clear. In a letter acknowledging Sask Sport's expressed interest in becoming the agent for the Western Canada Lottery, the Minister stated,

> We would certainly be prepared to favourably consider Sask Sport as a partner in the Western Canada Lottery (Correspondence, E. Tchorzewski to Joe Kanuka, March 20, 1974).

And at that annual meeting, delegates supported their board of directors and its request for consideration in being named Saskatchewan's agent in the upcoming lottery (Minutes, Annual General Meeting, March 29-31, 1974:7).

A new Lottery Committee was appointed by the management board early in the new sports year. Chairing it was Cas Pielak, Sask Sport's new Chairman, Myril Offet, Don Burgess, John Hoffman, Dick Teece, and Hugh Tait (Minutes, Management Board, April 20, 1974:3). At that same meeting, the board gave approval to an organizational structure for the federation which, essentially, made the executive director and the lottery director equals in terms of relationships with the management board. This "decentralization," whether or not by design, was the symptom of an organization on the threshold of some growing pains (Burgess, 1977).

The Sweetstakes Lottery operation had been an overwhelming success for Sask Sport--and in every way. Financially the returns were generous. Final audited statements showed that $274,516 had been earned as commissions by the 101 selling agents throughout the province while $197,443 was turned over to the Trust Fund as net profits (Minutes, Executive Committee Meeting, November 29, 1974:Appendix).

Of even greater moment to the federation was the fact that Sask Sport had managed to put together a lottery management structure that was technically very competent and a structure for the distribution of net profits that was practically--and politically, very sound. The Sweetstakes

Lottery "test" had been passed with flying colours and expansion to operate the new Western Canada Lottery, assured.

The Western Canada Lottery Foundation was duly Incorporated on May 13, 1974, and commenced operations on July 1 of that year (Annual Report, Western Canada Lottery Foundation, 1974/1975:1). It was governed by a Board of Directors, two each from the equal partners in the Foundation, the governments of Manitoba, Alberta, British Columbia, and Saskatchewan. Sask Sport was, as expected, designated by governmental Order-in-Council as the official agent of the Government of Saskatchewan in the Foundation for the period July 1, 1974, to June 30, 1975[32] (Minutes, Lottery Committee Meeting, June 15, 1974).

The lottery concept was a relatively simple one, very much like the Sweetstakes Lottery. It entailed the selling of tickets which gave the buyer a chance to win cash prizes. Draws were to be held regularly every three to four months. A registered ticket system was employed wherein the buyer filled in his name and address on the stub of a ticket purchased. The ticket seller then had to ensure that the stubs and monies were returned to the central office. Stubs were then placed into a holding "drum" or "barrel" until the draw for winners was made (Ritchie, 1977).

Revenues for the first year of operating the lottery were expected to be substantial. It was anticipated that total sales would approach $751,159, sales commissions near $218,433, and net profit for the Trust Fund to be around $201,864 (Minutes, Management Board, June 15, 1974).

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[32] Although Sask Sport continues to be the Licensee of this lottery in Saskatchewan, they must make application for this designation and be granted it annually.

In September of 1974, the concerns over the management of the lottery operation, and particularly the interaction between board of management and the lottery director's office surfaced. After general discussion by the executive committee it was agreed that some restructuring of the federation was necessary for the smooth management of the lottery. The Chairman and two Vice-Chairmen were assigned the task of studying the situation with a view to recommending altered structures (Minutes, Executive Meeting, September 10, 1974).

In a pointed brief to an "in-camera" meeting of the Trust Fund Advisory Committee, Chairman Cas Pielak reiterated grave concern over the direction that the lottery operation was headed. "The Western Canada Lottery, Saskatchewan Division must be revamped and reorganized or else, in my opinion, we are in for a lot of trouble" (Minutes, Trust Fund Advisory Committee, December 14, 1974). He acknowledged that the lottery operation was very big business and that changes in the federation to accommodate it were necessary. He noted several problems perceived in the lottery's affairs: the principle one that the Lottery was just too big an operation for Sask Sport's chairman to run and it was "getting out of hand" (Pielak, 1977;

Burgess, 1977

> My fears were that the lottery had become big business and was becoming the main thrust of Sask Sport. I was afraid the lottery would take over Sask Sport, when really the program should have been most prominent. The lottery was becoming a big monster--that process began even when the Sweepstakes began (Pielak, 1977).

Likewise, concern was expressed that the directors sitting on the Western Canada Lottery Foundation Board were not always representing the best interests of Sask Sport in policy decision--that they were often voting for policies that, in other provinces, could have been carried out in the government-run lottery programs but were not possible in Saskatchewan. "There just wasn't enough contact between the board of management and the lottery office and between the board and the Foundation" (Pielak, 1977).

The solution offered was that a committee be set up to run the lottery division of the federation. The committee would be appointed by the management board and be completely responsible to that body (Minutes, Trust Fund Advisory Committee, December 14, 1974).

Early in the new year, Sask Sport expanded its lottery operation with the agreement to be the agent for the national Olympic Lottery program.

The board of management attempted to affect structural change to alleviate some of the concerns expressed in the interrelationships between lottery operations and the central authority of the collective. At the federation's fourth annual general meeting in March of 1975, the by-laws were revised to create the Lottery Authority (Minutes, Annual General Meeting, March 21-23, 1975:5). The Lottery Authority was comprised of five persons appointed by the board and directly responsible to the board for the operation of the Western Canada Lottery, Saskatchewan Division. Further, the Authority was directed to operate according to the policies and procedures laid down by the board.

The audited financial statement of the first draw (Series AA) of the new lottery (to October 15, 1974) was presented at that meeting. Total sales exceeded $602,555, commissions paid out to sellers were $180,919, and net profits available to the Trust Fund reached $168,961 (Ibid.: Appendix D).

Table 2 outlines the totals of revenues, expenditures (including selling commissions), and net profits of the first five draws of the Western Canada Lottery, Series AA, AB, AC, AD, and AE.

Even as early as June of 1975, the management board was being informed of impending changes in the Western Lottery--all marketing concepts to keep the product moving (Minutes, Management Board, June 20, 1975). Changes in prize structures, draw procedures, ticket prices, and even the notion of a weekly draw were discussed.

> In the lottery marketing business the name of the game is change. Change is constant. The life of any one game is a year and one-half to two years (maybe even ten to fourteen months sometimes). People get tired of them. We have to rotate to new games (Ritchie, 1977).

Table 2

Statement of Total Revenues, Expenditures, and Net Profits

Western Canada Lottery, Saskatchewan Division

Series AA, AB, AC, AD, AE

	To Oct. 9/74 AA	To Jan. 15/75 AB	To Apr. 15/75 AC	To July 15/75 AC	To Oct. 15/75 AE	TOTALS
Total Revenues	602,555.99	900,941.04	754,946.16	648,439.68	443,032.50	3,174,122.49
Total Expenditures	433,594.31	660,275.18	577,195.45	537,911.25	374,148.35	2,583,124.54
Sales Commissions	180,919.81	286,144.42	245,893.39	196,952.48	151,825.35	1,061,735.45
Net Profit to Trust	168,961.68	240,665.86	176,850.71	110,528.43	68,884.15	765,890.83

Source: Minutes, Annual General Meeting, March 21-23, 1975:Appendix D; Meeting Materials, Annual General Meeting, March 26-28, 1976:33.

The new game was introduced in October of 1975. Its principle features were its price (raised from $2.50 to $3.00) and that it was a bearer system of tickets. In this system the ticket was entered into the "drum" the moment it was printed. People purchased tickets, awaited word through the various news media as to the randomly-selected winning numbers and then, if they were fortunate enough to be a winner, claimed their prize at the central office. The bearer system assured that every ticket would be entered and, thus, have a chance to win (Ibid.).

On February 6, 1976, Cas Pielak, Chairman of the federation presented a major report to both the lottery committee and the board of management entitled, "Report - Western Canada Lottery, Past-Present-Future" (Minutes, Management Board, February 6-7, 1976:Appendix A).

Pielak's central thesis was that, even though Sask Sport's lottery initiatives had been a resounding success, ninety per cent of sales commissions were being earned by only six organizations in the province. Those six successful groups utilized the services of "Hired professionals" and that ". . . what was worse, the salaries of these people were the largest portion of the commission retained by their organizations" (p.2). What seemed to be needed were some changes to get more volunteer organizations selling tickets in order to distribute sales commissions to more non-profit organizations.

Pielak contended that this objective had been in large measure met in the new $3.00 Western game (Series 76-2). Table 3 illustrates the sales commissions paid out in Series AC (to April 15, 1975) to Series 76-2 (to January 15, 1976). The commissions paid to the top six selling organizations dropped to forty-five per cent while those commissions paid to the other seventy-eight selling organizations rose to fifty-five per cent.

Table 3

Sales Commissions Paid From Series AC, AD, AE

Compared to Series 76-2

Organizations	Series AC	Series AD	Series AE	Series 76-2
Top 6 Sellers	83.9%	81.7%	79.5%	45%
Other 78 Volunteer Organizations Participating	16.1%	18.3%	20.5%	55%

Source: Report - Western Canada Lottery, Past-Present-Future. February 1976.

The Pielak report suggested that every effort had to be made to increase even more the number of volunteer organizations selling lottery tickets and, thus, sharing in sales commissions. ". . . we expect at least 100 or more to be involved" (p.3). This echoed the sentiments of the Director of Culture and Youth.

> You see, the difference between our lottery and other lotteries is that the government (in Saskatchewan) has never regarded the lottery as a fund raising tool. WINTARIO is a fund raising tool. We pay 20% commissions, Ontario pays 8%. Ours is very definitely a self-help concept (Clarke, 1977).

By July of 1976, the lottery management was ready to make another major change in the game. Problems with the $3.00 Western were noted and the Lottery Authority was informed of plans to phase it out by January of 1977 (Minutes, Lottery Authority, July 19, 1976).

> The $3.00 Western was just a bad marketing error. Sales fell off drastically. And all because of 50 cents. Canadians just don't carry $3.00 bills around in their pockets. (Teece, 1977).

It was being suggested that the Western would be replaced by a bi-weekly Western Express game. At the same time the committee was informed that negotiations with Ontario had been entered into with a view to instituting a $5.00 game which offered a One Million Dollars first prize to be called "The Provincial."

The Lottery Authority gave its blessing to the proposal to join Ontario in "The Provincial" and to support for $1.00 monthly (rather than bi-weekly) Express.

The Federation's management board endorsed the decision to go with the Provincial (likely to start in Saskatchewan in October) and directed the Lottery Authority to continue to pursue the Western Express and to implement it when negotiations concluded (Minutes, Management Board, September 17, 1976:2).

All during the time Sask Sport had been engaged in the Saskatchewan Sweetstakes and the Western lotteries, the marketing protocol reached with the Exhibition Boards (wherein Sask Sport would concentrate on the winter months leaving the summer to the Exhibition Board lotteries) had been in effect. Sales for Sask Sport's enterprizes were always depressed during the summer as the Exhibition Associations operated their own lottery, "Super Loto." As the Sask Sport plans to go ahead with the year-round Provincial and the weekly Western Express proceeded, it became evident that there would be a clash between the two very politically powerful agencies over markets and seasons.

The spectre of other pressures being brought to bear on government for rights to operate lotteries was made evident to Sask Sport's chairman, Don Burgess as early as May of 1976. In his letter outlining the designation of Sask Sport as the continuing agent for the government in the Western Canada Lottery, the Honorable Ed Tchorzewski referenced,

> discussions being carried on inter-provincially by representatives of various lottery interests in Canada with respect to the conducting and operating of other lottery programs (Correspondence, E. Tchorzewski to D. Burgess, May 19, 1976).

If governments could be pressured nationally, they certainly could be pressured at the provincial level (Burgess, 1977).

Negotiations were entered into with the Exhibition Association's Saskatchewan Super Loto Series committee in the fall of 1976. Agreement was reached and the management board of Sask Sport endorsed the action at its meeting of November

27, 1976.

The Exhibition Boards agreed to discontinue their Super Loto series and to withdraw from their own lottery operations. At the same time all "A" and "B" Fair Boards in the province would be set up as retailers of Sask Sport's product. This would mean that Sask Sport could extend marketing operations,

> at winter fairs, livestock shows, hockey games, curling clubs, 4-H events, farm days, field days, etc. . . . "A" fairs provide an even larger scope of marketing capabilities because of trade shows, car sales, hockey, "Agribition," curling, livestock sales, home shows, boat shows, horse shows, horse racing (Memorandum, J. Griffin, Manager, to G. Staseson, Chairman, Super Loto Series, November 12, 1976).

As compensation, Sask Sport agreed to guarantee the Exhibition Board's Super Loto the first $300,000 of annual net income of the Western Express lottery plus twenty per cent of any annual net income over $600,000.

At its meeting of January 15, 1977, Sask Sport's board of management approved the agreement reached and authorized execution of the papers (Minutes, Management Board, January 15, 1977). The agreement was duly signed January 20, 1977 (Teece, 1977).

In his annual report to the federation, Lottery Chairman, Myril Offet, alluded to revenues from the $3.00 Western fading, but a "brighter future" with the new Western Express and the Provincial games (Meeting Materials, Annual General Meeting, March 25-27, 1977:26). What was noteworthy in his report was that, over the year 1976, distributorships (non-profit organizations involved in ticket sales) had risen from 90 at the beginning of 1976 to 165 by December; retail outlets had increased from 1,140 to 1,886; and individual pedlars, from 1,160 to 2,162 (a total of 4,048 total sales outlets). Sales commissions were, as intended, beginning to be disseminated throughout the province.

Financial statements presented to the annual meeting of 1977, revealed that lottery profits were going to continue to stay healthy in spite of the fade-out of the $3.00 Western and the changeover to the Provincial (Meeting Materials, Annual General Meeting, March 25-27, 1977:24).

Total revenues for 1976 were $2,963,708. Expenditures reached $2,528,827 which provided a net profit to be put into the Trust Fund of $434,881.

Delegates to the annual meeting of the federation were reassured of the continuing successes within their vigorous lottery operation. Teece labelled 1977 ". . . a year of recovery in levels of Lottery revenues" (Meeting Materials, Annual General Meeting, March 31-April 2, 1978:8). But it was the audited financial statements that showed the popularity of both the new Western Express and the Provincial in net profits of over $1.8 million, a jump of almost $1,300,000 from the previous year. Sales commissions remained constant at twenty per cent (ten per cent to the distributor and ten per cent to the retailer) thus some $360,000 was earned by various non-profit organizations throughout the province.

Sask Sport's lottery venture was, indeed, a success and every indication suggested that the harnassing of the potential for generating funds for sport, culture, and recreation had only begun (Ritchie, 1977).

Sask Sport Trust Fund

Although from the very outset Sask Sport's board had given consideration to the central federation becoming the sole fund raising body for sport (Minutes, Management Committee, October 23, 1971) its early efforts into lotteries (the Derby Sweepstakes) were really designed to generate funding only for the operation of Sask Sport. It was only after the government had begun negotiations with the other western provinces regarding a major regional cooperative lottery that management details of profit sharing and dissemination came into focus. The government's intention to share in the lottery business with Sask Sport and its decision to allow the young federation time to "prove itself capable" in operating a major lottery provided the impetus for consideration of the best (and politically most expedient) methods and structure to manage substantial net profits that were projected.

At the initial special meeting between Sask Sport's executive and the Deputy Minister and Director of the Sport and Recreation Branch of the Department of Culture and Youth, discussion did focus on government's concern that groups sharing in lottery benefits would be from Culture and Recreation as well as from Sport (Minutes, Executive Meeting, July 13, 1973). As well, the suggestion was then made that profits might be used for such things as travel, administration, secretarial assistance, and buying special equipment. The one principal that was agreed to was that any grants from these lottery profits would not be used to duplicate any grants presently available (p.2).

Over the summer, several other meetings were held and other notions concerning the dissemination of net profits were discussed. It was suggested that funds generally should be used in support of programmes of excellence, that administrative support for provincial bodies might well include assistance in obtaining executive directors or technical directors, that athletic scholarships and travel assistance to attend national championships ought to be considered. Further, it was agreed that all requests for grants would perforce be made through the provincial bodies (Minutes, Special Board of Management, July 16, 1973).

A meeting with the Minister of Culture and Youth and the Sport and Recreation Branch Director finalized the split on the profits at fifty per cent for Sport, forty per cent for Culture, and ten per cent for Recreation (supra, pp.251-252). The further need to establish a committee to outline priorities and criteria for use of net profits by each area was agreed upon as was the need to have a feasibility study done of the formation of a Consolidated Trust Fund to administer all funds (Minutes, Special Lottery Meeting with Minister, July 26, 1973).

The management board of Sask Sport gave full approval to the actions of its Lottery Implementation Committee and created a standing Consolidated Trust Fund Advisory Committee at its September meeting (Minutes, Management Board, September 18, 1973:4). The Committee was directed to,

> advise the Management Board . . . on the priorities of Sport, Culture, and Recreation, to outline the criteria to be used to gain funds from the Consolidated Trust Fund; to periodically review the criteria and recommend future priorities; to approve applications for assistance from the Consolidated Trust Fund and to advise the Management Board . . . on the feasibility of establishing a corporate entity to administer the Consolidated Trust Fund (Ibid.).

The motion made the committee responsible to the board of management. It was to be comprised of eleven persons: a chairman appointed by Sask Sport, five other members appointed by Sask Sport, four members appointed from prominent active members of the cultural community, and one representative of SPRA. For the purpose of liaison, ex-officio members were welcome from Culture and Youth.

Cultural organizations in the province, while many in number, were not organized to have a single spokesman. The board of management of the federation acknowledged that fact and approved a "rider" that, until such a cultural "umbrella" group was formed, Sask Sport would make those four appointments to the committee--in consultation with the Cultural Activities Branch of Culture and Youth.

A first report of the Consolidated Trust Fund Advisory Committee recommended that the agencies to whom the shares of net profits would go should be Sask Sport for sport, the Organization of Saskatchewan Arts Council for culture, and Saskatchewan Parks and Recreation Association for recreation (Minutes, Trust Fund, October 12, 1973). These three agencies would then distribute their share following criteria and guidelines established by the Trust Fund Advisory Committee.

The board of management rejected these recommendations completely. It was made abundantly clear to the Trust Fund Committee that Sask Sport would not--legally could not give up the prerogative for dissemination of net profits.

The same meeting approved that the Trust Fund Advisory Committee should create three subcommittees representing the three areas and that each be responsible for outlining the criteria in their respective area. Further, the procedures for requesting funds in each area was outlined. An application would first be reviewed by the subcommittee and, if acceptable, be recommended to the full advisory committee who would review all applications. Those that qualified were to be submitted to the management board of Sask Sport for release of funds from the Trust Fund.

It was made very clear that the legal signing authority for the Trust Fund rested with Sask Sport. By law, the federation was held accountable for all funds and their distribution. In this manner, the board of management would serve to act as an "appeal board" if necessary on any decisions made within the procedures (Ibid., p.3).

The board of management did support these recommendations of its Trust Fund Advisory Committee. They did, however, turn them back to the drawing board to develop more specific criteria for each area. In addition, the board made its feelings known that some preferential treatment ought to be given to those agencies which applied for funds and had actively participated in the operation of the lottery (Minutes, Management Board, November 17, 1973:3). But, once again, whilst there was sympathy for preferential treatment, it was brought to their attention that this was simply not possible under the terms of the lottery license. Any non-profit organization in the province was to have equal access to Trust Fund monies.

Final approval of the organization of the Trust Fund was received from all delegates at the annual meeting of March 29-31, 1974. Eight general project categories were identified as examples of those the Trust Fund could support:

1. Grants for Executive Directors and Technical Advisors.
2. Program Development Grants.
3. Training and Appreciation Programs.
4. Scholarships.
5. Out of Province Travel.
6. In Province Travel.
7. Operating Costs of Facilities.
8. Research (Minutes, Annual General Meeting, March 29-31, 1974:9).

The membership of the first "Screening Committees" that had been suggested included:

Arts Culture

Dr. R. Vahala
Jan Kolenick Dyck
Mr. J. Weir
Mr. L. Blackman
Mr. L. Jule - Department of Culture and Youth

Sport

Mr. C. Pielak
Miss P. Jackson
Mr. C. Anderson
Mr. W. Stinson
Mr. M. Offet
Mr. W. Clarke - Department of Culture and Youth

Recreation

Mr. L. Cantin
Mr. H. Fehrenback
Mr. N. Balkwill
One other appointment from the Department of Culture and Youth (Ibid.; Appendix E).

At its first meeting in the new sport year, the board appointed Don Fry and John Hoffman to replace Pat Jackson and Wally Stinson on the Trust Fund Advisory Committee (Minutes, Management Board, April 20, 1974:3).

In June of 1974, each of the partners in the Western Canada Lottery Foundation were required to deposit $100,000 in the central office to provide a base level of financial security deemed appropriate by the Foundation's directors (Minutes, Executive Meeting, June 27, 1974). This was affected after the executive approval early in September (Minutes, Executive Meeting, September 10, 1974).

At that September executive meeting, approval was given for the first allocation of Trust Fund resources to the respective subcommittees for Sport, Culture, and Recreation. Fifty per cent of $100,000 allocated was made available to Sport, $40,000 went to Culture, and Recreation received the remaining $10,000.

The management board endorsed the allocations and, in addition, noted that finances necessary to administer the Trust Fund were to be equitably shared between Sport, Culture, and Recreation on the 50%, 40%, 10% model (Minutes, Management Board, September 14, 1974).

The Trust Fund Advisory Committee created some guidelines for several grant categories at its historic first "screening" meeting (Minutes, Trust Fund Advisory Committee, October 4-5, 1974:1-3). Some of these categories and guidelines included:

1. Executive/Technical Director grants of 75% of a $10,000 salary plus $1,000 for travel allowance.
2. Research and Scholarships grant to be recommended within the budget of the Research Committee.
3. Officials/Coaches Upgrading, out-of-province travel grant of $30 per individual up to a maximum of $500 per association.
4. Team Travel grant, out-of-province, available only to provincial associations: Regional travel at $50 per person to a team maximum of $2,000; National travel at $100 per person to a team maximum of

$2,000; International travel at $150 per person to a team maximum of $2,000.

5. Volunteer Administrator's grant for a provincial Vice-President or President-elect to attend a National Annual Meeting of return economy air fare.

The Culture area requests for assistance were to be judged on their individual merit. The Recreation group agreed that only projects of a provincial nature with provincial significance would be considered.

Following those guidelines, the Advisory Committee of the Trust Fund reviewed ninety different requests for grants. Sixty were rejected for a variety of reasons, the most common that the applicant was not a provincial body or that the project did not have "provincial significance." However, thirty grants totally more than $90,000 were approved (Ibid., pp.3-18).

Over the years the committee introduced new grants as new needs were identified. It upgraded existing grants in an effort to keep assistance to provincial groups meaningful in spite of growing inflation during the 1970's. And, in addition, much time was spent refining grant criteria.

Yet the vast bulk of the efforts expended by the committee was spent in the laborious task of reviewing all applications, in judging them for legitimacy and, based on those judgements, accepting or rejecting them.

In addition, to the five categories of grants created in October of 1974, provincial organizations could, before the annual meeting in March of 1978, request funding from five other grants.

A special "Grant-in-aid" to assist outstanding Saskatchewan athletes to attend special training camps or workshops was created at the direction of Sask Sport's executive (Minutes, Executive Meeting, November 19, 1974).

A Uniform Assistance grant was introduced to assist provincial associations in the purchase of provincial uniforms. The assistance was one-half the uniform cost to $50 per uniform to a maximum of $500 per association (Minutes, Trust Fund Advisory Committee, March 15, 1975).

A Special Projects grant to support program development and special projects of provincial significance where other forms of assistance were not available was created. The guideline was for assistance for the innovative projects in excess of $2,000 (Minutes, Trust Fund - Sport Sub-committee, September 11, 1975).

A Pilot Projects grant (up to 75% of the reasonable cost) for projects that were new and had provincial significance, and a Specialized Equipment grant (up to 75% of actual cost) for purchasing specialized equipment to launch new provincial-level programmes were made available (Board of Directors Handbook, 1977:30-31).

Not all of the members organizations of Sask Sport were large enough or organized well enough to be able to afford the services of an executive or technical director--even with the grant from the Trust Fund. In spite of this, these groups continued to lobby the federation for "part-time" assistance or 100 per cent funding for such a person (Teece, 1977). In response, Sask Sport launched a special pilot Executive Director's programme in which Trust Funds were to be used to fund one executive director for four organizations (Minutes, Management Board, December 13, 1975). It was thought that two associations whose operations were largely with winter sports could join with two "summer" associations to make effective use of a shared administrator. The $17,000 projected cost was to be borne by Sask Sport Trust monies.

The pilot programme "never got off the ground" as it was found to be impossible to get four associations together to try it out (Teece, 1977).

The Team Travel grant was subsequently altered by the Sport Sub-committee of the Trust. What had been three $2,000 grants for regional, national and international travel was reduced to one travel grant of $2,000 annually per association. Further, it could be used only in support of regional or national travel (Minutes, Trust Fund - Sport Sub-committee, September 11, 1975).

The Executive-Technical Director's grant was upgraded to 80% of salary to a maximum of a $10,000 grant plus $1,000 travel expenses by the Executive and Finance Committee (Minutes, Executive/Finance Committee, September 14, 1977). This change was implemented retroactively to July 1 of that year.

At that same meeting the Coaches and Officials

Upgrading grant was altered upwards,

> to a basic grant of $750 with the Trust providing 50% of any additional costs up to a maximum of $1,000 (p.3).

And, finally, the Team Travel grant was, likewise, upgraded to a $20 per diem per participant and/or return economy air fare up to a maximum of $2,000. An additional $1,500 was made available on a matching basis (Board of Director's Handbook, 1978:60).

Those provincial bodies which were members of Sask Sport and which were organized as federations of several disciplines (i.e., Horse Federation, Bowling Federation, and Shooting Federation) requested consideration for more than one grant per category because of their multi-discipline makeup (Minutes, Executive Committee, November 29, 1974). However, after careful study, the Trust Fund Advisory Committee decided that, if the body had a national organization structured in a similar manner, it would be treated as but one member for granting purposes (Minutes, Trust Fund, December 14, 1974).

The Research Committee submitted recommendations for criteria for grants in that area (Minutes, Trust Fund, December 14, 1974:9). Research was to be of the applied nature and specific to sport in Saskatchewan. The projects were to be contracted through the Research Committee in cooperation with the sport governing body involved. The criteria declared that it was not their intention to fund projects directly related to the pursuit of graduate degrees at university. However, this last clause was deleted from the Research criteria at a subsequent meeting of the board of management (Minutes, Management Board, September 19, 1975).

At a fall, 1975 meeting of the Recreation Sub-Committee of the Trust Fund it was noted,

> that if SPRA is expected to service the 26 Recreation organizations from its allocation then the 10% figure will have to be reviewed and adjustments made to enable SPRA to service the designated Agencies (Minutes, Trust Fund Recreation Sub-Committee, September 6, 1975:2).

The concern was carried to the full Trust Fund Advisory Committee and resulted in a sweeping examination of the entire operation of the Trust Fund undertaken over the next eighteen months.

The initial response was the direction for each discipline within the Trust to be made aware of Recreation's concern and be requested to document its operations over the past year, particularly a listing of the organizations it dealt with and a breakdown of financial needs (Minutes, Management Board, September 19, 1975:5). A special sub-committee was formed comprised of Steve Arsenych (Culture), Murray Richardson (Recreation), Brian Fern (Sport), along with Dick Teece and Al Heron (Department of Culture and Youth) to study the Trust operation. The sub-committee was to examine the distribution of organizations into three areas of Sport, Culture and Recreation; whether or not the license permitted granting from the Trust Fund directly rather than through the sub-groups in the Trust; the criteria determining eligibility for Trust funds; and the question of percentage distribution per area (Minutes, Trust Fund, June 19, 1976:2).

An early report by the Special Sub-Committee recommended the establishment of a permanent committee of the Trust to review new applications to determine their eligibility and their classification. Further, the recommendation suggested that there was a sufficient number of associations that did not really "fit" in any of the existing categories and that the Trust consider a fourth division ". . . adjudicated by the total Trust Board" (Minutes, Trust Fund - Special Sub-Committee, July 14, 1976:3).

The lists of organizations eligible for Trust Fund grants was supposed to closely parallel the Department of Culture and Youth's lists--but the Department had no list, at all, for Culture/Arts organizations. Each division presented a list of the organizations they readily serviced and all three divisions put onto a "Category 4" list, those organizations they wished to discuss further (Minutes, Trust Fund - Special Sub-Committee, August 5, 1976).

The Special Sub-Committee became a permanent committee of the Trust Fund (Minutes, Trust Fund Advisory Committee, September 18, 1976) and continued the study. The four general criteria discussed by each division were,

1. Amateur status.
2. No professional sponsorship.
3. Provincial status.

4. No duplicate funding.

As the permanent committee's deliberations carried on into 1977, a much better understanding of the workings of each division took place (Fern, 1977; Teece, 1977). What became clearer was that organizations within SPRA were funded in large measure through taxed income and, theoretically, could raise fees if more funds were required. Too, the Trust Fund promised to be in a much healthier fiscal position in 1977. A reordering of criteria (and thus organizations eligible for grants) was expected to relieve the pressures experienced by Recreation in the first place (Minutes, Trust Fund - Special Sub-committee, February 9, 1977:9).

After lengthy discussion and compromise, the Special Sub-Committee recommended to Sask Sport's board of management a document that set out a general aim for the Trust,

> The general aim of the Sask Sport Trust shall be to distribute monies available to it to Saskatchewan Amateur organizations with charitable objects for such monies, for the benefit of Sports, Cultural, and Recreational activities in the Province of Saskatchewan (Ibid., p.12).

The document listed general criteria for eligibility for applications to the Trust by any organization which had as its primary activity sport or culture or recreation, that was organized sufficiently to have a constitution and bylaws and an executive body, that was a provincial organization duly registered under the Societies Act, or other legislative authority for non-profit organizations, and had been continuously operating for two years.

The Sub-Committee then returned to what was the original reason for concern, the percentages of allocation to each division. They recommended that there be no change in percentage distributions to only the original three divisions.

At its March meeting, the management board approved the extensive and invaluable efforts of the Special Sub-Committee (Minutes, Management Board, March 25, 1977).

When it became evident that the grants programmes from the Sask Sport Trust would both be substantial and create some "permanent" staff positions within member associations the need to establish a reserve fund was given to the Trust Committee to consider (Minutes, Executive Committee, November 29, 1974). Reserve funds were not a popular notion with the Trust Fund or with government. It was finally agreed that a reserve equal to one year's commitment to the programme of executive directors and one year's commitment to the operation of Sask Sport was in order (Minutes, Executive Committee, March 11, 1976). At that time, the estimated amount needed for the reserve was set at $163,000.

The management board endorsed the idea but was unable to implement it during 1976 due to the depressed levels of revenues from the lottery operations (Meeting Materials, Annual General Meeting, March 25-27, 1977).

The notion was reconfirmed in the new sport year by the 1977-78 management board and "at least" to the levels indicated by the earlier directive (Minutes, Executive/ Finance Committee, May 16, 1977).

On December 5, 1977, a motion to transfer $342,000 from the 1977 Surplus Account of the Trust Fund into a Reserve Fund was approved (Minutes, Executive/Finance Committee, December 5, 1977:2).

One of the most interesting dimensions in the development of Sask Sport Trust was the blending of concerns and the cooperation between such disparate groups as those in the Culture and the Arts Division and those in Recreation and Sport. By political dictum they had been conjoined in the activities of the Sask Sport Trust and sometimes the need for commonality of criteria for eligibility for financial support among the three divisions caused minor irritation.

At the very creation of the Sask Sport Consolidated Trust Fund Advisory Committee, it was noted that the persons to "represent" Culture and the Arts would, perforce, be appointed by Sask Sport's board of management since that Division had no single agency which could speak for all groups. Throughout the life of the Trust, the Culture area made no effort to form such a body, but chose instead to expend all of its allocated Trust funds directly into the coffers of various individual cultural groups and companies (Minutes, Management Board, January 15, 1977).

While the Sports Division and the Recreation Division were simply accommodated with nice tight packages of grants, criteria and applications, the Culture Division "representatives" were content to judge each application from its area on its individual merit (Minutes, Trust Fund Advisory Committee, October 4, 1974).

It was suggested that Sport and Recreation's concern for funding only "amateur" events or activities in which the participants were non-professional was completely unacceptable to the Culture area with its artists, actors, dancers, and singers (Minutes, Trust Fund, Special Sub-Committee, February 9, 1977).

It was suggested that, because there already was a number of provincial associations for affiliated Arts and Culture groups (Saskatchewan Arts Board, Saskatchewan Museum Association), this Division could not accept the need for creating another "umbrella" organization (Correspondence, L. Jule to B. Clarke, May 16, 1977). Further, the observation was made that the letters rejecting applications for cultural grants were obviously written for sports or recreation and they were both ". . . ineffective and confusing to groups in the Cultural areas" (Ibid.). Likewise, the sports and recreation groups had harboured resentment over the fact that the Cultural groups did not have to follow the grant criteria as stringently as did other Divisions, particularly as it applied to executive or technical directors being required to be in residence at the Sports Administration Centre in Regina (Ibid.; Minutes, Management Board, October 15, 1977; Teece, 1977; Fern, 1977).

Except for these minor irritants, the interrelationships between the Sports, Recreation, and Culture groups was respectful, supportive, and always cooperative (Fern, 1977).

At a joint meeting between the Trust Fund and the Department of Culture and Youth it was agreed that the task of evaluating the hundreds of different grant applications was onerous indeed. Sask Sport requested that the number of representatives in each of the three divisions be raised to at least five, but that the change in numbers would have no bearing on the votes each Division could cast on any decision (that would remain at 5/4/1 for Sport, Culture, and Recreation) (Minutes, Joint Department Meeting, September 20, 1977).

Sport was to have six representatives, five plus the Trust Fund Chairman all appointed by Sask Sport. Culture would also have six persons, two representing the Performance Arts, and one each from the Visual Arts, Literary Arts, Ethno-Cultural area, and Heritage Museums. A list of names of suitable persons would be created after discussion between the Department of Culture and Youth and the Culture Division of the Trust. Finally, Recreation would have the SPRA appoint five persons to the Trust on its behalf.

It was also agreed at that meeting that each Division had to ensure its accountability to its public, its clientele. Sport was to continue being accountable at the Annual General Meeting of Sask Sport as was Recreation at the Annual General Meeting of SPRA. Culture agreed to present its statement, determine policy and get its authority from an annual seminar of cultural groups. 57

In later December of 1977, Sask Sport was directed to make an extraordinary request of the Trust Fund for $300,000 to assist SSRU in making renovations to the historic Land Titles Building to become an Administrative Centre for Provincial Sport, Culture, and Recreation Associations (Minutes, Executive/Finance Committee, December 5, 1977).

In 1974 the SSRU offices had been moved to larger accommodations at 1915 South Railway Avenue in Regina. By 1977 more than ninety organizations were members of SSRU, twenty of them were full-time residents in the centre, printing and secretarial service areas had expanded, and a space had even been provided for the Saskatchewan Sports Hall of Fame. The centre was very crowded indeed, and a move to a larger facility was imperative (SSRU, Heritage Gazette, p.2; Young, 1977).

The Government of Saskatchewan declared the Land Titles Building (one of the first public buildings constructed in Regina) a Heritage Site under the Saskatchewan Heritage Act and decided to have it become the new home of SSRU and the Saskatchewan Sports Hall of Fame. The one-half million dollars of renovations required were thus to be paid by the funds in the Sask Sport Trust and in a special Minister's fund created when the Western Canda Lottery Foundation was formed.

Needless to say the board of management of the federation gave its approval to the expenditure (to be paid in three installments of $100,000 in the years 1977, 1978, and 1979) from the Trust Fund (Minutes, Management Board, January 27, 1978). Furthermore, the board agreed that the costs would, as usual, be shared on the basis of 50%, 40%, and 10% by Sport, Culture, and Recreation respectively.

The function of the Trust Fund Advisory Board was to disseminate, in a responsible manner, the monies generated by the Sask Sport Lottery Authority--and this they did. Four times each year the Trust Fund received, reviewed, and judged the hundreds of applications for funding from a host of different groups within each of its three Divisions.

Table 4 provides a summary of the number of applications received and approved and the amount of money granted to provincial groups in Sport, Culture and Recreation between 1974 and 1977.

Sask Sport Programmes

Delegates to the provincial conferences that discussed the feasibility of establishing a sports federation were united in their sentiment that such a body should provide them with services and do for all members those things which the individual sport association could not do alone. Even before Sask Sport was formally constituted the ten most common needs that sports bodies felt a collective could assist them with were identified:

1. Provide a coordinated fund raising program.
2. Provide administrative services.

Table 4

Summary of Grant Applications

Sask Sport Trust Fund 1974 - 1977

	1974	1975	1976	1977	TOTAL
Number of Applications					
Sport	66	200	186	267	719
Culture	36	55	115	72	278
Recreation	12	25	35	29	101
	114	280	336	368	1,098
Number of Applications Approved					
Sport	33	146	136	215	530
Culture	15	29	50	43	137
Recreation	5	18	21	20	64
	53	193	207	278	731
Total Funds Granted					
Sport	$ 78,397	$231,150	$166,080	$395,752	$ 871,379
Culture	65,470	133,593	137,261	272,293	608,617
Recreation	13,700	59,884	27,074	78,325	178,983
	$157,567	$424,627	$330,415	$746,370	$1,658,979

Source: Sask Sport Annual Report, 1978:37.

3. Aid in media relations.
4. Develop a certified coaches program.
5. Assist in obtaining increased grants.
6. Provide full-time administrative assistance.
7. Provide more competitive opportunities.
8. Provide more participation in all sports.
9. Provide more facilities.
10. Provide a provincial training centre (Minutes, Conference Sport, November 14-15, 1970).

As the sports federation developed and rationalized its several roles in the Saskatchewan sports scene, it did respond to these and many other identified needs of its membership.

Sask Sport's programming thrusts were delivered directly via its standing committees. In addition, new initiatives were developed as pilot projects under ad hoc committees and, if the pilot was judged a success to be continued, the ad hoc status became more permanent. And, finally, Sask Sport influenced and was influenced by the programmes of several of its "significant associates" such as the Department of Culture and Youth, SSRU, and the Saskatchewan Sports Hall of Fame.

Standing Committees

Facilities Committee. Essentially, the facilities committee addressed itself to two concerns: the high costs of electrical energy in recreational and sports facilities--particularly hockey and curling rinks and the evaluation of sites bidding for Saskatchewan Summer and Winter Games. Initial negotiations and discussions with Saskatchewan Power Corporation resulted in an announcement by the Corporation of ". . . a consolidation of rates which will result in reduced power rates in some athletic facilities" (Sask Sport Bulletin, January, 1974). During the early months of 1977, negotiations continued with Culture and Youth to increase their Energy Grant Program (Minutes, Program Advisory Council, June 20, 1977). A subsequent study of energy costs resulted in a letter supporting the request for increased grants being sent to the Minister of Culture and Youth from the Facilities Chairman (Minutes, Program Advisory Council, January 16, 1978).

Prior to 1975, the evaluation of bids and potential sites for Saskatchewan Summer and Winter Games was carried on with competent resource people on an ad hoc basis. In March of 1975, the onus for site review evolved to the shoulders of the Facilities Committee. During that spring, the committee visited Prince Albert, Estevan, and Swift Current before deciding to recommend to the Minister that the 1976 Summer Games be held in Swift Current. The Committee's task was much easier for the 1978 Winter Games as the City of Moose Jaw was the only candidate to bid for the Games.

Communications Committee. From the outset, the Communications Committee focused its attention on information and education of its membership. During its first year its "newsletter" efforts were confined to a contracted one-half page in SPRA's publication, Recreation Saskatchewan (Minutes, Management Board, June 2, 1973). Throughout 1974 the committee was responsible for the Sask Sport Bulletin, a one-page broadsheet that was used primarily to keep the membership aware of the management board activities and projects (Sask Sport Bulletin, January, 1974). The committee was also responsible for the publication of information brochures on various topics of general interest in the administration of sports bodies. Brochures on Sask Sport itself, Sport Organizations, Media Relations, and Reference Materials were prepared in 1973 (Executive Director's Report, September 8, 1973) while two new brochures, Accounting Procedures and Office Practices were prepared in 1974 (Minutes, Management Board, September 14, 1974).

A sports Calendar of Events was piloted in the fall of 1973, was considered to be a success, and was produced and circulated over the next eighteen months (Minutes, Management Board, September 14, 1974).

The Communications Committee was given the responsibility for programmes designed to educate volunteer sports administrators in how to better do their jobs. The first efforts came from a members' resolution to institute a series of media seminars (Minutes, Annual General Meeting, March, 1974). The board was in receipt of the committee's report of a successful media relations seminar held for 41 representatives of 20 different member organizations. The management board was asked to undertake the coordination and production of a press book on Saskatchewan Athletes at the Canada Winter Games upcoming in Lethbridge and to endorse the concept of a coordinated series of articles featuring all of amateur sport for publication in the various newspapers throughout the province (Minutes, Management Board, June 15, 1974).

At the annual general meeting of 1975, the federation advertised its capacity and willingness to assist member associations in preparing press releases, distributing them and with media liaison generally (Minutes, Annual General Meeting, March 21-23, 1975). The committee also reported that it was planning a series of Sport Administration Seminars for volunteers in sports bodies. The seminars were to focus on Media Relations, Planning Process, Methods of Planning, Accounting and Office Administration, Organization and Administration of Tournaments, How to Attain and Retain Volunteers, How to Utilize Community Resources, and Principles of Fund Raising (Ibid.; Correspondence, D. Teece to J. Kurtzman, February 7, 1975).

A programme bulletin from the federation's office outlined a five-phase programme of promotion for sports bodies' programmes (Sask Sport Bulletin, September 4, 1974). Phase I was to hold regular seminars for members; Phase II, the collection of basic information on each member organization; Phase III, the preparation of fifty-two articles on amateur sport for Saskatchewan newspapers; Phase IV, the preparation of brochures on each member; and Phase V, the distribution of the brochures to the public.

Immediately after the annual meeting of 1975, the Communications Committee was subsumed under the new Program Development Committee.

Research Committee. Delegates to the federation's annual meeting in 1974, passed a resolution directing the Research Committee to collaborate with Culture and Youth in a Psychology of Coaching Clinic (Minutes, Annual General Meeting, March 29-31, 1974). The clinic was outlined but later made inactive when the Coaching Association of Canada's Coaching Development Program was instituted (Teece, 1977). During that year, the committee addressed itself to establishing criteria for research that would be acceptable to Sask Sport. Their recommendations that research be practical and applied to the Saskatchewan setting, that research only be contracted out through the Research Committee and that the grants not be made available for graduate work or athletic scholarships was presented at the federation's annual meeting of 1975 (Meeting Materials, Annual General Meeting, March 21-23, 1975).

In 1976, three major research proposals were received and reviewed. Two dealt with athletic injuries: the former, an analysis by computer of injuries sustained in sport and which had resulted in hospitalization of the athlete (cost estimated at $15,000) and, the latter, a study to develop a system of recording injuries in football (cost estimated at

$15,000). The third project presented was an analysis of the structure and function of amateur sports organizations with a view to determining the effects of social forces, internal and external, on those sports federations. The committee decided not to fund the athletic injuries projects and, rather, to recommend $5,000 of support for the analysis of sports organizations study presented by Ernie Nicholls.

During the year 1977-78, three additional studies were undertaken with the financial assistance of the Research Committee. Dave Smith completed a study of the maintenance of conditioning levels of ice hockey players by roller skating. Jim McClements completed a study entitled, "Objective Performance Goal Setting," using track and field and cross-country running coaches. In addition, Owen Gillstrom examined the effects of rule changes on the incidence of violence in hockey under the auspices of the Saskatchewan Amateur Hockey Association (Meeting Materials, Annual General Meeting, March 31-April 2, 1978:41).

Archives Committee. The importance of chronicling the sporting history of Saskatchewan was recognized at the founding meetings of the sports federation. The objectives and concerns of Sask Sport's committee were shared by the leadership of the Saskatchewan Sports Hall of Fame at a joint meeting (Minutes, Joint Archives - Hall of Fame Meeting, August 29, 1974). At that meeting support was given for a project within the federal government's New Horizons programme. The two groups agreed that a joint sub-committee should be formed and that it should make application for a New Horizon's grant of $18,000,

> to enable a group of retired sports leaders to collect, record, and publish a history of sport in Saskatchewan (p.1).

The application was accepted and $18,300 made available as grant number 7-00175 (Minutes, Annual General Meeting, March, 1974).

At the board of management meeting early in the new sport year, it was agreed that the Archives Committee of the Saskatchewan Sports Hall of Fame be appointed the Archives Committee of Sask Sport. Co-chairmen were appointed: W. A. Friebel and Bevan Lawson, the Secretary-Treasurer was Joe Zeman, and Don Burgess was made a committee member (Minutes, Management Board, April 20, 1974).

By the next annual meeting the chairmen were able to report that Phase I had been completed--the organizing of the committee and the setting up of an office with a full-time employee. Phase II was reported underway and comprised the actual researching of both the history of each sport in the province and the sport history of each community in Saskatchewan (Meeting Materials, Annual General Meeting, 1975).

> The project is an ambitious one, one that won't be completed for some time. There are over seven hundred communities in the province and fifty-six sports to research over a seventy-five to one hundred year period. It certainly is ambitious! (Zeman, 1977).

The project continues.

Central Registry. At the founding meeting of the federation delegates expressed a desire to have a system of registering athletes, coaches, officials, and administrators--all volunteers in sports, in one central location (Minutes, Annual General Meeting, March 31-April 1, 1973). The benefits were then seen as both a resource and talent identification and in facilitating registration of the same child in several sports.

In May of that year, a grant was received from the Trust Fund to complete over the summer a feasibility study of such a registry. Some 5,000 names of sports leaders were obtained and stored in a resource file (Sask Sport Bulletin, January, 1974). By September of 1973, the central registry system was ready to operate.

Resolutions at both the 1974 and 1975 annual meetings encouraging continuance of the project resulted in little apparent progress in implementation. Finally, the management board agreed that a pilot project be run on two sports readily available as residents in SSRU (Minutes, Executive Committee, May 20, 1975). But more troubles were encountered--this time with gaining access to the computer at the National Administrative Centre in Ottawa.

In spite of the problems of a lack of staff and access to a computer and the hefty costs of implementing even the first phase (estimated at between $25,000 and $35,000), the board continued to press for the system (Meeting Materials, Annual General Meeting, March, 1976). Yet it was never fully implemented and, in defeat, the board agreed it be shelved (Minutes, Management Board, January 15, 1977).

During 1977, the new Program Advisory Council made an effort to salvage the project. They agreed to recommend that Sask Sport underwrite the entire cost of a full pilot for a two year period (Minutes, Program Advisory Council, September 19, 1977). But by March of 1978, no association had agreed to use the programme.

The Committee's recommendation,

> the program is being stored and it is my recommendation that it remain inactive until member organizations wish to use it (Meeting Materials, Annual General Meeting, March 31-April 2, 1978:34).

was endorsed by the delegates assembled.

Program Development Committee. Amid the excitement and optimism generated by the reports of the success of the lottery and trust, the delegates to the annual meeting of 1975, were reminded by their chairman of the federation's other responsibilities in the programming area.

> We must spend a lot of time on programming. Now that the financial resources are here we must spend a great deal of time and resources on programming to see that it benefits every participant in sport in Saskatchewan (Minutes, Annual General Meeting, March 21-23, 1974:Appendix C).

In response to this challenge, the board created a new standing committee, the Program Development Committee (Minutes, Management Board, April 13, 1975). Comprised of Chairman, Ernie Nicholls, Don Burgess, Myril Offet, and George Parker, the committee assumed the role of the previous Communications Committee and, as well, enjoyed an open-ended mandate to develop programming initiatives within the federation.

The committee took as its terms of reference both a short term role in ascertaining members' needs and interpreting them into meaningful programmes and a long term perspective of what future programmes might be of greatest benefit to Sask Sport, its membership, and to sport in general in the province (Minutes, Program Development Committee, April 22, 1975).

It was agreed in committee that the needs of the membership might best be ascertained through the medium of a professionally prepared questionnaire circulated to all members, through personal contacts with executives of each organization, and through structured seminars. Each of these methods was to result in programme efforts by Sask Sport during 1975 and 1976.

A questionnaire was prepared by Foster Advertising Limited for the federation, designed to determine attitudes and needs of member associations. A sixty-two per cent return indicated to the committee that the member organizations,

1. Were confused in the different roles of Sask Sport, SSRU, and the Department of Culture and Youth.
2. Lacked time, money, and people.
3. Had difficulty in servicing rural Saskatchewan.
4. Identified priorities in the areas of coaching, funding, and administrative leadership (Survey,

Questionnaire Report, Program Development Committee, undated).

In the deliberations in committee, several specific programme ideas and suggestions for changes in Sask Sport's programming priorities were noted. These included:

1. Undertake administration seminars for volunteers.
2. Promote a provincial training centre using a decentralized concept that utilized existing resources and personnel.
3. Create a general public relations and promotions package for all sports.
4. Create a grant for secretarial services.
5. Open a Saskatoon branch office of the federation.
6. Initiate a news service with weekly features.
7. Develop a consulting service on sports promotions.
8. Assist in getting summer jobs for athletes.
9. Develop an awards system for volunteers in sport.
10. Resolve the school-sports conflict.
11. Provide funding for athletes to attend national training camps (Ibid.).

The management board of the collective gave approval to the proposal for administration seminars and seminars for volunteer treasurers (Minutes, Management Board, September 19, 1975). John Brennan, professional accountant and Chairman of SSRU, led the treasurer seminars November 29, 1975, in Regina and the next night in Saskatoon. Although not well attended, the series was judged a success. Dr. Bob Wanzel, from Laurentian University, led the administration workshops the weekend of February 13-15, 1976, for volunteer administrators in Regina and Saskatoon.

Two important programming ideas were brought to the board of management in the early spring of 1976. The administration seminars had been judged a success and the notion for a sports administration course for certification was presented. The second idea was to have Sask Sport hold a major Fall Awards Banquet at which time outstanding athletes and active volunteers in amateur sport could be recognized. Both of these ideas were viewed favourably by the board and the Program Development Committee was encouraged to pursue them (Minutes, Management Board, February 6, 1976).

At the same meeting the board was informed that consideration was being given to programmes for a weekly sports news feature, a coordinated travel service, and a consulting service in public relations and promotions.

In the new sports year a completely new Program Development Committee was formed. Chaired by George Parker, it consisted of Brian Fern, Lou Hough, Earle Olson, and Don Pollock. Mini-surveys had been undertaken at the annual meetings of 1975 and 1976 and the committee summarized members' needs as coaching and officials upgrading (priority #1), provincial training centre and training camps (priority #2), and communications and administration (priority #3) (Minutes, Program Development Committee, June 16, 1976).

The committee agreed to recommend a pilot programme of three issues of a Sask Sport newsletter. It was to be fully financed and controlled by Sask Sport and was to be reviewed and evaluated after its three editions. The plan for Sask Sport News was approved by the board (Minutes, Management Board, June 18, 1976). By January of 1977, the newsletter was such a success that the committee agreed that it should become ". . . the major vehicle of communication with the membership." Eight editions were planned for 1977 (Minutes, Program Development Committee, January 6, 1977).

Personal contact between the federation's directors and the membership was considered a valuable method of determining members' needs. The board directed the Program Development Committee to set up the mechanics for such an effort in the fall of 1976 (Minutes, Management Board, September 17, 1976). Each board member was assigned a liaison with several of the organizations--a letter outlining the programme went to all association presidents, directors were to make telephone contact with "their" sports and, if possible, directors were to attend meetings held by their sports.

The Membership Liaison Program was not an immediate success but the board felt the idea was sound, that better efforts could be made to make the necessary contacts and that the programme was worth continuing (Meeting Materials, Annual General Meeting, March 31-April 2, 1978:39; Teece, 1977; Fern, 1977).

Sask Sport's membership gave approval to the concept and initial planning for both the Fall Conference and the concept of a coordinated publicity and promotions programme (Minutes, Annual General Meeting, March 25-27, 1977).

The first Sask Sport Fall Conference was held at the Bessborough Hotel in Saskatoon the weekend of September 30-October 2, 1977. Two delegates from each member organization were fully sponsored over the two and one-half days and more than seventy people attended. The theme of the information/workshop session was "The Volunteer in Amateur Sport" and was led by Dr. Barry Mitchelson of the University of Alberta. Topics of motivation of volunteers, recruitment, training, problems encountered, and retention of volunteers were highlighted.

At that conference, Sask Sport launched its SASK ACTION programme. It was a professionally-prepared promotions package designed to assist every member in maximizing publicity efforts. The package contained posters, print advertisement layouts, sample scripts for radio and television, an action timetable and extensive "how to" information needed in promoting each sport.

An awards banquet was held to honour volunteers in amateur sport. Sask Sport honoured four administrators: Dennis Adkin, Henk Ruys, Harry Robbins and Spencer Woof; Officials: Galena Miller, Andy Legasse, Don Pfiefer; and Coach: Joyce Didur (Meeting Materials, Annual General Meeting, March 31-April 2, 1978).

The Fall Conference and Awards Dinner Program was judged a great success and the board agreed it should be continued (Minutes, Program Advisory Council, January 16, 1978).

Program Advisory Council

Immediately following the 1977 annual meeting, the board altered the structure of Sask Sport in a significant way. It dissolved the Program Development Committee and consolidated all of the programming efforts of the federation within the "corporate entity" labelled Program Advisory Council. Don Clark, newly-elected board member, became the federation's third Vice-Chairman and headed up the new Council. All programming sub-committees of Sask Sport were collected within the jurisdiction of the Council (Minutes, Management Board, April 23-24, 1977).

The Council agreed that programming thrusts and the utilization of available resources should be consolidated into three areas;

1. Fifty per cent of funds available to expanding existing programmes in Sask Sport and Sask Sport Trust.
2. Twenty-five per cent of funds available to further development and establishment of existing concepts and ideas.
3. Twenty-five per cent of funds available to the development of new programmes in Sask Sport.

The Council appointed Garry Korven to head up a New Programs sub-committee and his attention immediately focused on the problems of how Sask Sport could interrelate with post-secondary school institutions and with multi-sport agencies. To that time, agencies in that category (universities, technical institutes, Saskatchewan High Schools Athletics Association) were excluded from Sask Sport programmes and from any funding from the Trust. A series of meetings was convened with representatives of the different agencies. Problems and programmes were outlined, but the only progress made was agreement that there was merit in establishing a liaison committee between Sask Sport and the several groups (Minutes, Executive Committee, February 22, 1978). Delegates to the 1978 annual meeting passed a resolution that directed any Trust Fund monies to high schools, universities, or any other post-secondary institutions to be made through the provincial sports governing bodies (Minutes, Annual General Meeting, March 31-April 2, 1978).

A second new program studied by the sub-committee was a Results Network--some system which could facilitate the dissemination of sports scores and news flashes to all provincial media, print and electronic. Korven reported that preliminary studies suggested that administrative problems and high costs made the Results Network appear impractical. Delegates to the annual meeting directed the board to continue its studies in this area (Ibid.).

Related Programmes

Sask Sport retained affiliations with several different organizations within the sports system in Saskatchewan and

Canada. The federation was an active member of the Sports Federation of Canada and the Canadian Council of Provincial and Territorial Sports Federations.

Sask Sport was an active member of the Saskatchewan Games Council, the advisory body which facilitates the administration of the Department of Culture and Youth's programme of Summer and Winter Games. Sask Sport's role was to assist by reviewing bids and evaluating sites, acquiring sanctions, liaising with sports governing bodies, serving on the Technical Advisory Board, advising on protocol, and proposing a list of sports and specifications for the Games (Sask Sport, Director's Handbook, 1977). In addition, the federation recommended the name and criteria of the Joe Griffiths Award, presented to the most improved zone from one Summer Games to the next (Minutes, Management Board, December 13, 1975).

Sask Sport retained a liaison with the Culture and Youth office responsible for implementation of the national Coaching Certification Program in this province. The federation was a member of SSRU and provided some practical administrative assistance during the move and expansion to offices at 1915 South Railway Avenue in Regina (Teece, 1977).

Sask Sport had a representative sit on the Advisory Committee of the Recreation Technology program at Kelsey Institute of Applied Arts and Sciences and Sask Sport had a unique and enduring affiliation with the Saskatchewan Sports Hall of Fame.

The federation provided financial support for two different sports medicine symposia, one held in conjunction with the Western Canada Summer Games in August of 1975 and the other in the fall of 1976. An immediate result of this assistance was the formation of the Saskatchewan Academy of Sports Medicine, an active member of Sask Sport (Alexander, 1977).

In Summary

Although sports leaders in Saskatchewan have discussed and studied the notion of some form of provincial sports federation since early in the 1960's, the pursuit of any concrete organization failed to be realized during that decade. In fact, the only organization that presumed to provide a coordination function for amateur sports (and then for only a few organizations), the AAU of C (Sask), merely struggled to survive before its effective demise in 1968.

Government initiatives prompted by the new Liberal government under Premier Ross Thatcher were responsible for the establishment of a governmental bureaucracy and supporting civil service that provided sport and recreation with a level of prominence that proved to have far reaching effects for sport in general and Sask Sport in particular. The government's Provincial Youth Agency also laid the groundwork for an effective centralized sports administrative centre, the Saskatchewan Sports and Recreation Unlimited, that was "at arms length" from government and able to provide sports governing bodies with sorely needed administrative services.

At the 4th Provincial Conference of Sports Governing Bodies, held in November of 1970, government and sports leaders once again attempted to motivate sufficient interest in a provincial association of sports bodies and, this time, were successful. The gathering gave approval in principle to the concept and elected a seven-man Steering Committee to develop an organizational proposal for a future special meeting.

The Steering Committee's proposals were unanimously endorsed at what proved to be the founding meeting of Sask Sport held September 25 and 26, 1971. An Interim Management Committee comprised of Ches Anderson, Howie Atkinson, Ken Bowren, Roger Derby, Fraser Hodgson, Henry Lorenzen and Jack MacKenzie (the old Steering Committee), plus Joe Kanuka, Gordon Mundle, Maureen Rever, Chuck Sebestyen, and Wally Stinson, was elected. Hank Lorenzen became Sask Sport's first Chairman.

A special administrative grant from government provided sufficient funds for Sask Sport to open its office in SSRU and to hire its first Executive Secretary, Scotty Livingstone. Delegates to the federation's first annual meeting, held in March of 1972, gave approval to the formation of six Standing Committees and passed a resolution directing their board to proceed with an immediate fund raising project--becoming a selling agent in the Exhibition Association's Saskatchewan

Derby Sweepstakes.

During 1972 the government changed hands again, returning the NDP under Premier Allan Blakeney. The Provincial Youth Agency was dissolved and replaced by the Department of Culture and Youth. Its Director of Sports and Recreation Branch was Bill Clarke, a most influential figure, who enjoyed direct access to the Deputy Minister.

The first year of operation for the federation was very nearly its last. Revenues from the Derby Sweepstakes failed to materialize, no funds were available for the full-time administrative assistance that was desperately needed, and the difference in opinion between the chairman and the board over Sask Sport's emphasis on raising funds all contributed to grave concern within the federation.

Fortunately the government stepped in to assist with a $24,000 grant enabling the federation to obtain the professional administration needed and to pursue immediate objectives of becoming financially secure.

At the 1973 Annual Meeting, Sask Sport was able to hire a full-time executive director in Richard (Dick) Teece and Joe Kanuka, an advocate of Sask Sport operating its own lottery, was elected to replace Lorenzen as chairman. The delegates to that meeting directed the board to pursue Sask Sport operating its own lottery.

Coincidentally and fortunately the government had approved of a coordinated Western Canada lottery and had earmarked Sask Sport as the Provincial Marketing Authority. To test Sask Sport's competencies, the government permitted the federation to set up and operate its own Saskatchewan Sweetstakes during 1973 and 1974.

Within seven weeks over the summer of 1973, the details of how the lottery would operate and how the net profits would be shared were agreed upon and implemented. Sales commissions to non-profit organizations totalled 20% while net profits were to be distributed from a Consolidated Trust Fund in the ratio of 50% to Sport, 40% to Culture, and 10% to Recreation.

The central focus for the federation was upon the operation of the lottery and trust committees. The lottery was very big business and its first few years were exciting and frenetic. The trust fund became functional in late 1974 but suffered growing pains in developing criteria and eligibility for grants within the often disparate divisions of sport, culture and recreation.

The Sweetstakes were a huge success and government rewarded the federation naming them Saskatchewan's agent in the new Western Canada Lottery. Sask Sport's Lottery Authority was caught up in the fast pace of the $3.00 Western, the Provincial, the Olympic and, later, the Western Express lottery games.

During the life of the lottery operation, Sask Sport had to remain totally committed to both integrity and the fullest of accountability while it applied marketing strategies for security and growth with vigour. The federation was forced into an agreement that effectively bought the Exhibition Boards "out of the market." The arrangement was judged to be mutually best for everyone concerned (Ritchie, 1977; Burgess, 1977) and did retain Sask Sport's central position in lottery operations in Saskatchewan.

By March of 1978, the Trust Fund had evolved a series of eleven different grant programmes available--many open-ended to provide a variety of assistance to sports, cultural, and recreational groups throughout the province. Of even greater moment for many non-profit organizations was the fact that they earned thousands of dollars in revenue as selling agents from the lottery monopoly being operated by the federation.

Structurally, Sask Sport managed the evolution of the lottery and the trust fund by creating management divisions, each with a Vice-Chairman, and each operating with a measure of autonomy from the central board of directors. The development of that autonomy did arouse expressions of concern from time to time within the board of the federation but, except for a statement formalizing responsibility of the Lottery and Trust Committees directly to the management board, little was altered.

In an effort to give the programming functions parity with the lottery and trust functions, the board created a third Division in Sask Sport, replete with a Vice-Chairman and operational "independence." The Program Advisory Council consolidated all programme functions of Sask Sport's several standing and ad hoc committees into its jurisdiction. The Council had been significant in establishing successes in the federation's newsletter, Sask Sport News, published eight times per year, a programme of research in four different areas (organization analysis, conditioning in hockey players, goal setting by coaches, and violence in hockey), provided a series of sports administration seminars, and a well-received Fall Conference and Awards programme.

Sask Sport has evolved rapidly and to unexpected levels over the past six years of its existence. It has successfully taken on an awesome task in the lottery and trust operations. It is striving to turn its attention to effective utilization of resources in accomplishing service goals so that its membership will grow and develop maximally.

CHAPTER VII

GOALS, PROGRAMMES AND STRUCTURES OF THE COLLECTIVES

All organizations exist for some purpose which is commonly expressed in a statement of aims, objectives, or goals. In simplistic terms, these statements are ideas and decisions which give direction and end to the behaviour and effort of the organization. Perrow (1969) argues that the two major categories of goals most relevant to an understanding of organizational behaviour are the official goals and the operative goals.

> Official goals are the general purposes of the organization as put forth in the charter, annual reports, public statements by key executives and other authoritative pronouncements . . . Official goals are purposely vague and general.
>
> Operative goals designate the ends sought through the actual operating policies of the organization; they tell us what the organization actually is trying to do, regardless of what the official goals say are the aims (p.66).

Sport B.C.

Official Goals

The constitutionalized, formal goals of Sport B.C. (and its predecessor, the British Columbia Sports Federation) have never been altered from the day the collective was incorporated under the Societies Act in May of 1969 (Application for Incorporation, May 2, 1969:1).

> The object of Sport B.C. is to coordinate, to promote, to encourage and to assist competitive and non-competitive sports in the Province of British Columbia by the use of Sport B.C. as a

central organization for this purpose (Constitution and By-laws of Sport B.C., 1977:1).

However, a more explicit, two-dimensional role for the federation was identified in this study. In its annual submission to the Physical Fitness and Amateur Sport Fund for 1978, it was noted that the federation plays both ". . . an advisory and executive role. It advises Government on sport policy and provides specific services to its members and the B.C. Recreation Association and its Commissions" (Sport B.C., Submission to the British Columbia Physical Fitness and Amateur Sport Fund, 1977:6). In the fall of 1977, the new B.C. Administrative Centre for Sports, Recreation and Fitness was opened at 1200 Hornby Street in Vancouver. The move both to new offices in the Centre and to new responsibilities in administering the Centre on behalf of the government has been reflected in a minor revision to the collective's stated function:

> Sport B.C. plays both an advisory and executive role. It advises Government on sport policy and acts as the administrator of the B.C. Administrative Centre for Sport, Recreation and Fitness (Meeting Materials, Annual General Meeting, June, 1978:1).

Tom Walker (1977), Executive Director, summarized the formal goals of Sport B.C. as essentially ". . . to do those things best done by sports governing bodies together rather than by any one organization alone." The principal function was to provide services to the membership; the secondary function was to be a very soft lobby with government.

In summary, Sport B.C. attends to three principal goals:

1. Coordinates, promotes, encourages, and assists competitive and non-competitive sports in British Columbia.
2. Acts as a soft lobby with government on behalf of sports.
3. Acts as the government's agent as the administrator of the B.C. Administrative Centre for Sports, Recreation and Fitness.

Operative Goals and Programmes

A thorough analysis of all available data suggested that Sport B.C.'s operative goals could be grouped into eight distinct categories. These included:

1. Administrator of the B.C. Administrative Centre for Sports, Recreation and Fitness.
2. Technical and Administrative Services for Member Associations.
3. Fund Raising.
4. Education and Information Services.
5. Recognition of Outstanding Athletes.
6. Pursuit of Facilities.
7. Lobby with Government.
8. Affiliation and Representation.

Administrator of the B.C. Administrative Centre for Sports, Recreation and Fitness. In the early fall of 1977, Sport B.C. agreed to carry, for the provincial government, management responsibility for the new B.C. Administrative

Centre for Sports, Recreation and Fitness (supra, p.88). This centre provides extensive office space for Sport B.C. and its executive director, building administrator, information officer, print-shop manager, travel desk, and lottery manager. In addition, Sport B.C.'s extensive printing and duplicating operation is accommodated on the building's lower level. Office space is provided for the B.C. Recreation Association, the Outdoor Recreation Council, the B.C. Federation of School Athletic Associations, and the governing bodies of sixteen different sports associations. Facilities for a stenographic pool, a meeting room, and an office for a government liaison officer are provided (B.C. Government News, April, 1978).

A Management Committee made up of representatives from sports, recreation, and government sets policy guidelines for the administration of the centre. Sport B.C. appoints the chairman of this management committee and one of Sport B.C.'s staff administers the centre within the guidelines set (Policy Manual, B.C. Administrative Centre for Sport, Recreation and Fitness, 1978:ii).

Technical and Administrative Services for Member Associations. Sport and recreation agencies are offered a variety of services by Sport B.C. The federation's accountant has developed a computerized accounting system which facilitates both financial record-keeping and year-end audits required by the government's Physical Fitness and Amateur

Sport Fund (Hokanson, 1977).

With the move to new office quarters, the federation makes typing services available to both resident and non-resident groups through its stenographic pools (Walker, 1977).

Through a management contract signed with travel consultants, Sport B.C.'s Travel Desk is able to offer a complete range of commercial travel services to sport, recreation and fitness groups in B.C. Such services as tour planning, ticketing, reservations, passports, and travel insurance are provided (Cooke, 1977).

The most extensive technical service available to sport and recreation agencies is the printing services. Full reproduction services (including printing, collating and binding), graphics and layout service, and xerox services are provided at subsidized rates (Willock, 1977). In addition, internal and external mailing services (addressing, postage metering, handling of incoming and outgoing mail) are provided with the printshop.

Fund Raising. Throughout its history, Sport B.C. focused attention on lotteries as a source of raising funds. Earliest efforts centered on its Sports Holiday Draw, a scheme which generated but modest sums for all participating organizations. With the creation of the Western Canada Lottery Foundation, the federation was unsuccessful in retaining a license to operate its own lottery and, therefore, became a distributing agent in the government operated lottery.

Sport B.C. has quickly become the third largest distributor of Western Canada Lottery products in British Columbia generating in excess of $173,000 of net revenue in 1977 (Minutes, Annual General Meeting, June, 1978:3). The federation staff assigned to management of the lottery efforts includes a manager, a bookkeeper and four salespersons (McNaughton, 1977).

Education and Information Services. Sport B.C.'s principal medium of information and education continues to be its sponsorship of annual and semi-annual general meetings. Delegates representing the federation's membership listen to informative presentations by federation and government personnel and participate in topical workshops led by experts from the several areas in administration and human relations (Meeting Materials, Annual General Meeting, June, 1978).

The federation prints and disseminates to the membership three information booklets:

1. The Media, The Event -- written by the federation's Information Officer, Brian Pound.
2. Accounting Systems -- an edited version of the booklet published originally by the National Sport and Recreation Centre Incorporated, Ottawa.
3. The Successful Meeting -- an edited version of the booklet developed by the Canadian Underwater Council and published originally by the National Sport and Recreation Centre Incorporated, Ottawa.

Finally, with the hiring of an information officer in November, 1977, the federation has resumed publication of a bimonthly newsletter, Sport B.C. Magazine.

Recognition of Outstanding Athletes. The federation continues to sponsor its annual Athlete of the Year Awards banquet. This very high profile event focuses public attention and acclaim on the successes enjoyed by B.C. athletes each year. Presentations are made by well-known sporting media personalities to athletes in several categories: Senior Athlete, Junior Athlete, University Athlete, High School Athlete, Master Athlete, Physically Disabled Athlete, Team of the Year and Overall Athlete. A Special Merit Award is made to the athlete making an outstanding comeback after an injury. A Special Award is made annually to some leading personality for his/her outstanding contribution to sport over the years (Meeting Materials, Annual General Meeting, June, 1978:15).

Pursuit of Facilities. The board of directors of the federation has expended considerable time, money, and energies in efforts to establish a provincial sports administration and training centre to be situated on the site of the old George Derby Rehabilitation Hospital on Burnaby Lake. Progress has been very slow and success to date, very limited. Support for the project has been obtained from the municipal authorities in Burnaby and architectural conceptual drawings have been received by the federation (Clark, 1977).

Engineering studies ". . . to complete a quantitative analysis and to find building costs . . ." and a planned feasibility study to determine the economic viability of the operation of such a centre have yet to be completed (Meeting Materials, Annual General Meeting, June, 1977:16).

Lobby with Government. It would appear that the leaders in Sport B.C. have enjoyed some successes in their efforts to act as a lobby for amateur sport with the provincial government. The early 1970's Festival of Sports, the Provincial Summer and Winter Games programme, and the establishment of the B.C. Administrative Centre for Sport, Recreation and Fitness under the administration of Sport B.C. are best examples.

Yet, Sport B.C. has had some notable failures in its lobby function. Little progress has been made in obtaining government support for the federation's plans for developing a provincial administration and training centre. No progress has been evidenced in Sport B.C.'s efforts to acquire the license to operate its own major lottery operation. And, while relations between the principles in the federation and the elected members of government may be warm and cordial, there is considerable friction between the federation and the civil servants in the Sport and Fitness Division of the Ministry of Recreation and Conservation (Pynn, 1977; Panton, 1977; Ahrens, 1977).

Sport B.C. has joined the lobby of Vancouver municipal authorities and their Parks Board for several years over the intended use to be made of the large ex-hanger buildings on the site of the Federal Defence Lands at Jericho Park (McConkey, 1977). The success of that lobby has been limited and only continual use of the facilities by sportsmen in sailing, track and field, and indoor tennis has encouraged the lobbyists in their efforts to retain two hangers for indoor sports. Two other waterfront buildings are planned for demolition but the substantial costs involved continue to prop up hopes that some viable plan for their use will be found (Meeting Materials, Annual General Meeting, June, 1978:21).

Affiliation and Representation. Sport B.C. maintains active membership in both the Sports Federation of Canada and the Canadian Council of Provincial and Territorial Sports Federations. The former enjoys very limited success in the coordination of any management of sport at the national level (Walker, 1977; Teece, 1977). The latter is a relatively new organization providing opportunities for the exchange of ideas and expertise among the full-time professionals who function as executive directors in Canadian provincial and territorial sport federations.

Structure

The ultimate authority of the collective, Sport B.C., rests with its membership (Sport B.C. Bylaws, 1977:1) The membership is comprised of provincial non-profit organizations which govern or coordinate a sport or which are engaged in physical fitness programmes throughout the province. The membership meets twice a year, at an Annual General Meeting and at a Semi-Annual Meeting, to affect the business of the association. The organizational Structure of Sport B.C. is illustrated in Figure 4.

At the Annual General Meeting, usually held in June and, of late, at Harrison Hot Springs, the membership elects a twelve-person Board of Directors which is responsible to manage the affairs of the collective between general meetings.

From amongst its number the board elects a Chairman, Vice-Chairman, Secretary, and Treasurer who serve as the officers of the organization for the ensuing year.

The board of directors is empowered to establish any special committees (ad hoc or standing) deemed necessary and may name the members to those committees or delegate the authority so to do to either the appointed committee chairman or to the federation's executive director. Those committees which are currently active include Athlete of the Year Awards Banquet, Trust Funds, Nominations and Resolutions, Provincial Training Centre, Jericho Park, and Membership Liaison.

The collective employs a permanent executive director whose function it is to implement policies established by the board of directors, to execute the directives of the board, and to be responsible for the supervision of all of

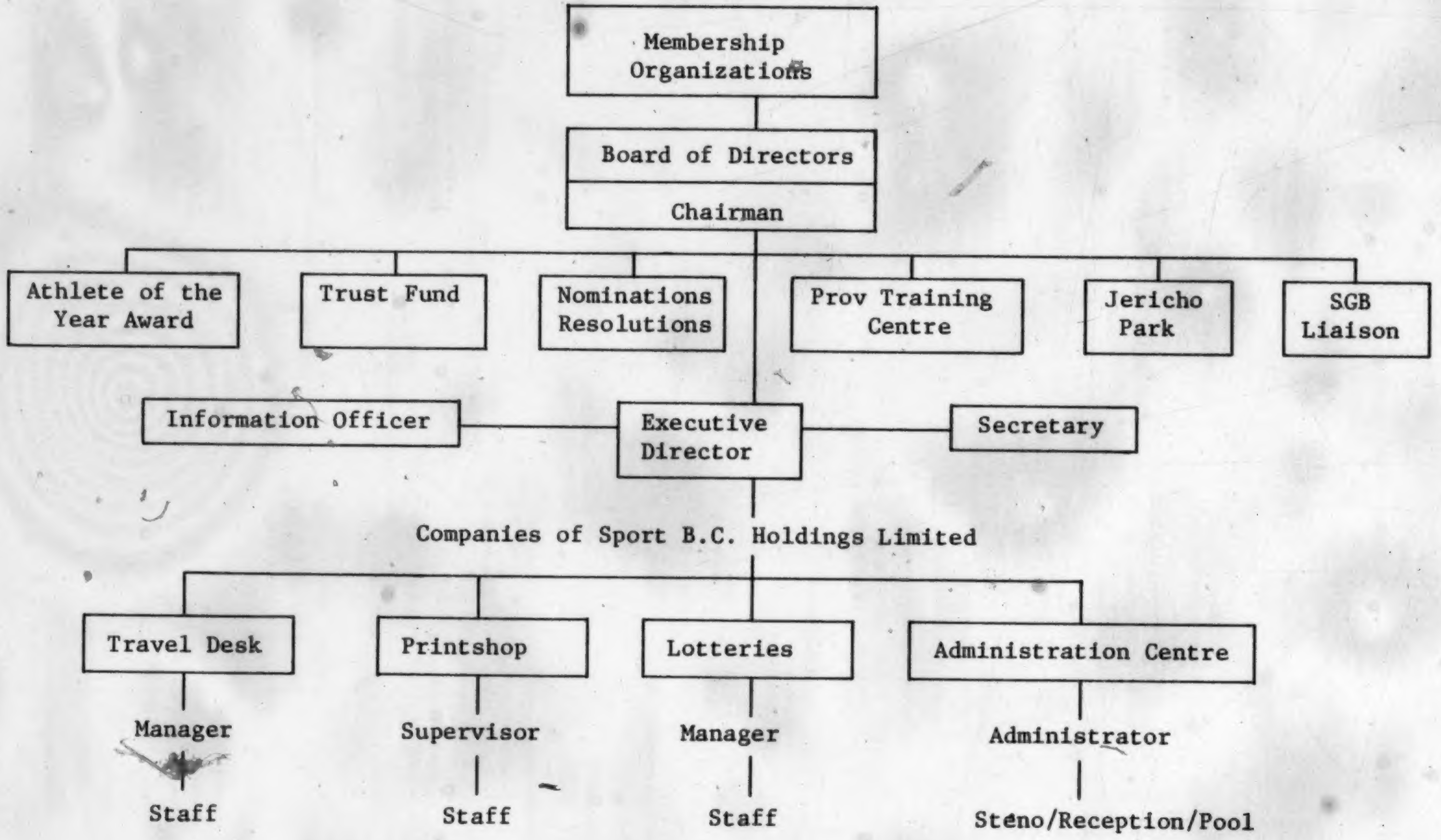
Membership Organizations
Board of Directors
Chairman
Athlete of the Year Award
Trust Fund
Nominations Resolutions
Prov Training Centre
Jericho Park
SGB Liaison
Information Officer
Executive Director
Secretary
Companies of Sport B.C. Holdings Limited
Travel Desk
Printshop
Lotteries
Administration Centre
Manager
Supervisor
Manager
Administrator
Staff
Staff
Staff
Steno/Reception/Pool

Figure 4. Organizational Structure of Sport B.C. Holdings Limited

the staff personnel and functions within the federation. The executive director is assisted by the services of a full-time secretary.

The federation employs an Information Officer who is directly responsible to the executive director in the provision of ". . . a programme of public relations service to the members, to act as a liaison between the media and the members" (Pound, 1977).

On the advice of the federation's solicitors (Minutes, Board Meeting, February 25, 1978) and during the first quarter of 1978, the board of directors have had created Sport B.C. Holdings Limited ". . . a holding company, a wholly-owned subsidiary of Sport B.C." (Minutes, Annual General Meeting, June, 1978:2). Those functions (committees, programmes) that have the potential to bestow any significant financial liability on the federation have become separate, legally independent companies. As arms in the holding company, these independent companies have limited the liability of the parent Sport B.C. to those assets within the internal company. The companies formed, to date, include the Travel Desk, Lottery Operations, Printshop, and Administration Centre. A resolution by the delegates to the 1978 Annual General Meeting, has given direction to the board to investigate and, if viable, establish an insurance programme for the federation's membership (Minutes, Annual General Meeting, June, 1978:16). It was reported at that same Annual Meeting, that there had been ". . . no activity to date" in the newlyformed companies (p.4).

The basic element in Sport B.C.'s Travel Desk is the rental of office space within the "federation's premises" in the Administrative Centre for Sport, Recreation and Fitness to an established commercial travel agency. Over the years Sport B.C. has worked with different travel agencies; the current arrangement is with Thomson Holidays Limited.

The arrangement negotiated is one in which the travel agency pays a monthly rental to Sport B.C. and provides both its regular, full range of travel services and any special marketing schemes it might devise, to the membership of Sport B.C. in exchange for the office location and being publicized as "Sport B.C.'s Travel Desk" among all of the sports and recreation organizations resident in the Centre as well as throughout the very substantial network of amateur sports associations and individuals within the province. The operation is managed by two persons: one in promotions and marketing; one office manager who services the various accounts (Sport B.C. Magazine, June, 1978:11; Cooke, 1977).

The Travel Desk operates a marketing scheme designed to increase its business volume. Labelled the "Sports Travel Fund," it provides a travel credit either to the sports federation or directly to the sports and recreation agencies of approximately two per cent of gross sales. The credit is used either to help raise money for the agency by means of a raffle or as paid-up future travel (Cooke, 1977).

The Sport B.C. Printshop is administered by a supervising manager and employs six additional personnel. It provides a number of subsidized reproduction services to sports and recreation organizations in the province including paper and metal plate making, printing, collating, binding, envelope service, graphic services, xerox duplicating, and mail service (Policy Manual, B.C. Administrative Centre for Sport, Recreation and Fitness, June 1978:1-4).

> Organizations are able to have their minutes, newsletters, notices, agendas, posters, letterhead stationery and business cards printed and distributed as necessary and at very reasonable costs (Willock, 1977).

The sport federation's singularly most successful fund-raising venture rests with its involvement as an official distributor of products in the Western Canada Lottery Foundation - B.C. Division. In the two and one-half years that Sport B.C. has participated in the government's lottery, it has steadily increased its marketing successes to become among the top three (of approximately 350) non-profit organizations distributing lottery tickets in British Columbia. Net profits to the federation from ticket sales in 1977 were in excess of $173,000 (McNaughton, 1977; Walker, 1977; Meeting Materials, Annual General Meeting, June, 1978:12). A manager, bookkeeper and six salespersons are employed by the collective in this programme. The salespersons service between 90 and 140 retail accounts throughout the Prince Rupert, Prince George, and lower mainland areas. In addition, the collective operates one permanent lottery ticket kiosk at the Pacific Centre in Vancouver.

On March 7, 1978, the Minister of Recreation and Conservation, the Honorable Sam Bawlf, officially opened the B.C. Administrative Centre for Sports, Recreation, and Fitness (B.C. Government News, April, 1978). Sport B.C. has been awarded a central role in the centre's operation, accepting government's request to act as interim building administrator. The centre couples its new office spaces, meeting room, and stenographic services to the sports federation's established printshop and duplicating services, information services, computerized accounting system, and marketing and fund raising advisory services (B.C. Government News, op. cit.). The centre is administered by an employee of Sport B.C., the service staff throughout the centre are also employees of Sport B.C., and the chairman of the centre's Management Committee is appointed from the board of directors of the sports federation. A government liaison officer is housed in the centre to provide closer relations between government and amateur organizations in sport, recreation and fitness.

Sport Alberta

Official Goals

Sport Alberta (Amateur) was incorporated under the Societies Act on April 10, 1973, and then, had five formal goals or objectives:

1. To promote amateur sport in the Province of Alberta.

2. To act as a forum for the exchange of members' views.
3. To act as a liaison with government agencies and to bring before the Provincial Government such recommendations as are approved by the society.
4. To correlate the efforts of all amateur sport governing bodies in Alberta in stimulating interest in amateur sport.
5. To assist in the development, organization, and execution of an Alberta summer and winter Games (Application for Incorporation, April 10, 1972:1).

Recent years of singular focus of attention on the provincial games programme and the ensuing overwhelming turmoil in the conflict between the collective's board of directors and its Managing Director have resulted in unilateral government action to remove the Alberta Summer and Winter Games programme from the jurisdiction of Sport Alberta (Minutes, Sport Alberta Special Meeting with the Minister, February 4, 1977).

However, the continuing confusion and turbulence of the legal action between Ron Butlin and board President, Alex Romaniuk, has left Sport Alberta in a state of considerable organizational disarray, especially in terms of purpose and programmes. The status of the formal goals, in reality now reduced in number to four, has yet to be approved by resolution at a general meeting of the membership and, thereafter, forwarded for record with the provincial authorities.

Operative Goals and Programmes

During the early years of Sport Alberta, the efforts of respective boards of directors were focused on two major issues: the establishment of some visible and acceptable role for the organization and the acquisition of some financial base which would enable the federation to implement projects to meet organizational goals. Sport Alberta's visible efforts narrowed to but a single major direction when, in the summer of 1973, Ron Butlin became a board member and began his very successful lobby for a programme of provincial summer games under the aegis of Sport Alberta.

Until June of 1977, Sport Alberta has expended all of its essential efforts in the Games issue and in the growing conflict with its Managing Director, Butlin.

After the annual general meeting of 1977, the principals in the conflict have left the federation's scene (Butlin to B.C. and Romaniuk resigned from the board) and efforts are being made to "start over again" to make Sport Alberta a viable and useful organization (French, 1978; Shimizu, 1978; Philpot, 1978).

In response to the government's request for a planning document which would outline the federation's short and long term future, Sport Alberta suggested their efforts were to be directed essentially into fund-raising and administrative directions:

1. To study the possibility of incorporating the Percy Page Centre as a viable function of Sport Alberta.

2. To coordinate the sale of Commonwealth Games coins.
3. To negotiate to acquire the D. S. Ross School for use after the Commonwealth Games as an administrative centre for sport.
4. To negotiate a walk-a-thon as a fund-raiser.
5. To encourage input by the membership into the operation of Sport Alberta (Sport Alberta, "New Directions for Sport Alberta," October, 1977).

There has been no progress to date on any of these goals; in fact, the Commonwealth coin project has perforce been cancelled because the company supposed to provide the coins went bankrupt (*Saint John's Edmonton Report*, February 27, 1978:42).

Initiatives have been made by Sport Alberta to acquire full-time administrative assistance. The Minister of Recreation, Parks, and Wildlife, A. Adair, has agreed to second a member of the staff of his Sport and Fitness Section, David Philpot, to be Sport Alberta's executive director for one ye[illegible] in order to help the federation to get "back on its feet" (French, 1978).

Philpot has already identified several areas that may form the basis for operational goals in Sport Alberta's future. These include:

1. Promotion of amateur sport.
2. Act as a liaison with government and as a "common voice" for amateur sport.
3. Act as a communications and information clearing

house for all sport.

4. To provide administrative support services to amateur sports.
5. To act as a fund-raising agency for sport (Meeting Materials, Annual General Meeting, April, 1978).

Save but for efforts to organize annual general meetings and sporadic Hall of Fame dinners, Sport Alberta has accomplished very little.

In spite of their abundant difficulties, Sport Alberta has maintained, throughout its lifetime, affiliations with both the Sports Federation of Canada and the Canadian Council of Provincial and Territorial Sports Federations.

Structure

Although during the recent several years, Sport Alberta (Amateur) has endured significant turmoil in terms of its management and function, its formal structure has, nonetheless, remained remarkably constant. The organizational structure of Sport Alberta is illustrated in Figure 5.

The membership of the collective continues to be comprised of both ". . . the governing body of each Amateur Sport of an athletic nature (which is) provincially organized . . ." as active members and ". . . such other organizations in Alberta who are active in the promotion of Amateur Sport . . ." as associate members (Sport Alberta (Amateur), Bylaws, 1978:1).

A Board of Directors of the federation has, subject to the bylaws and directives given it by decisions taken at both the annual general meetings and regularly-scheduled board meetings, full control and responsibility for the business and affairs of the federation. The board is comprised of a President, a Vice-President, and eight Directors elected by the membership for two-year terms at an annual general meeting. Five of these ten are elected each year. The board is augmented by the position of the Immediate Past President and up to a maximum of three Members-at-Large who are elected by the board.

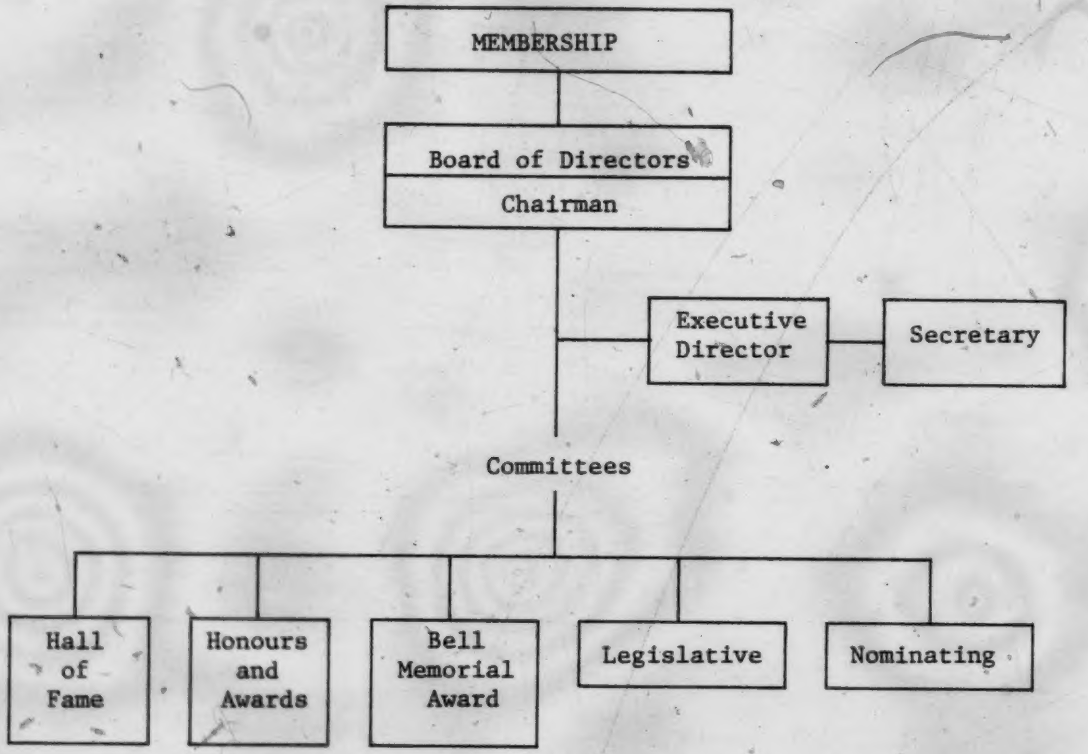
MEMBERSHIP
Board of Directors
Chairman
Executive Director
Secretary
Committees
Hall of Fame
Honours and Awards
Bell Memorial Award
Legislative
Nominating

Figure 5. Organizational Structure of Sport Alberta

The formal structure of Sport Alberta accommodates a full-time staff position of Executive-Director[33] with part-time Secretary, both of whom work out of Sport Alberta's office within the Percy Page Centre in St. Albert. In an effort to assist the federation to get back on its feet, the Government of Alberta has seconded one of its sport consultants from the Sport and Fitness Section of the Ministry of Recreation, Parks and Wildlife to fill the position of executive-director for a one year period. In this unique manner, David Philpot remains in the employ of the Public Service Commission for Alberta while he duly fills the role of executive-director of Sport Alberta, executing policies, taking direction, and remaining answerable to Sport Alberta's board of directors.

Most of the business of Sport Alberta is centralized in the full board of directors and attended to at its regular monthly meetings. The collective's bylaws provide for five standing committees including the Hall of Fame Committee, Honours and Awards Committee, Legislative Committee, Bell Memorial Award Committee, and Nominating Committee (Sport Alberta (Amateur) Bylaws, 1976:5). However, during the turbulent history experienced by Sport Alberta, these committees have managed but very limited operations.

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[33] In July, 1974, mid-way during his tenure with Sport Alberta, Executive-Director, Ron Butlin and the Board of Directors agreed to a change in the title of Butlin's position to Managing Director. Since Butlin's resignation in April of 1977, the title of this position has reverted to Executive Director.

The Hall of Fame Committee has been successful in organizing two installation dinners; the first in 1976 at which fifteen individuals and one team were inducted into the Alberta Sports Hall of Fame and the recent April, 1978, dinner at which nineteen additional sportspersons were so honoured.

The Chester Bell Memorial Award has been presented but twice; in 1975 to Mr. Tiger Goldstick, and in 1976 to Mr. Don Fleming (*supra*, p.155).

The Nominations Committee presides over elections of new board members at regular annual general meetings and the nominations of potential members-at-large for consideration at later regular board meetings. The Legislative Committee has affected constitutional revisions but once in 1976.

Sask Sport

Official Goals

Sask Sport's official goals were set at its founding meeting and have never been altered.

> The objectives of Sask Sport are to encourage and promote sports as a positive force to enrich the quality of life for all through extensive participation and the pursuit of excellence (Application for Incorporation, January 20, 1972).

A slightly less philosophical perspective of Sask Sport's official goal is provided by past Chairmen of the collective, Henry Lorenzen and Don Burgess, who both suggest that the collective was formed to provide a representative and united voice to government for all sport in the province.

> We were formed to make government's job in dealing with several groups easier. Then they would only have to deal with one body. The government asked us to get together, to determine what it is that is needed and to let them know (Lorenzen, 1977).

Gary Korven, member of the board of management, was much more pragmatic:

> Sask Sport's primary concern is to raise money for sports governing bodies. And through the channel of the Trust, to funnel this money back to sports governing bodies (Korven, 1977).

In summary, Sask Sport attends to four official goals:

1. To encourage and promote sports.
2. To act as a single, representative voice of amateur sport in dealings with government.
3. To raise money for sport.
4. To funnel this money back to sports, recreation, and culture groups.

Operative Goals and Programmes of Sask Sport

The analysis of the available data supported the ordering of Sask Sport's operative goals into eight categories. These included:

1. Administration of the Provincial Lottery Programme.
2. Administration of the Sask Sport Trust Fund.
3. Information Services.
4. Education Services.
5. Technical and Administrative Services for Member Associations.

6. Recognition of Volunteers in Sport.
7. Affiliation and Representation.
8. Lobby with Government.

Administration of the Provincial Lottery Programme. When, in 1973, the Government of Saskatchewan made the decision to take an active role in the cooperative lottery venture in Western Canada, it selected Sask Sport as the organization to be its operating agent in the Western Canada Lottery Foundation. In fulfilling that substantial obligation, the sports collective has perforce evolved both a policy setting and executive structure which enables the lottery operation to function, in many respects, as a separate commercial enterprise with its principal objective to maximize profits for the Sask Sport Trust.

A Lottery Authority chaired by a Vice-Chairman of Sask Sport and comprised of six Sask Sport and one government appointees is responsible to the federation's management board for the operation of the Western Canada Lottery Foundation, Saskatchewan Division. It operates according to policies and directives laid down by the board (Sask Sport, Board of Directors Handbook, 1978:15).

A lottery staff of sixteen employees administers the multi-million dollar operation out of its central offices in Saskatoon and Regina.

The lottery operation in Saskatchewan also acts as a major fund-raising vehicle for non-profit organizations in the province (Clarke, 1977). A major lottery policy has maintained sales commissions at a 20% level: 10% going to the distributing agency and 10% to the actual retailer of lottery tickets. The effect has been to generate more than $2 million in commissions throughout the entire province (Meeting Materials, Annual General Meeting, March 31-April 2, 1978:4).

Administration of the Sask Sport Trust Fund. One of the key conditions of Sask Sport being awarded the license to administer the provincial lottery programme was the establishment of a system to disseminate the net profits to Sport, Culture and Recreation organizations in the province in an effective and politically expedient manner. This has been successfully accommodated in the Sask Sport Trust.

The Sask Sport Trust Committee is chaired by a Vice-Chairman of Sask Sport's management board and is comprised of six appointees from each of the Sport and Recreation areas and four appointees from the Culture area.

The Trust operates the fund of lottery net profits according to policies and directives laid down by the management board (Sask Sport, Board of Directors Handbook, 1978:16). The committee sets eligibility criteria, establishes grant criteria, reviews all applications for grants, and recommends approved grants to the board of management for payment.

Infomation Services. The collective utilizes several vehicles in providing and exchanging information with its membership. The annual general meetings and the newly-established Fall Conference programme provides opportunities for presentations and workshops on topical aspects in the administration of amateur sports organizations.

In addition, efforts have been made to facilitate input into the operation and direction of the federation within those general meetings and through the Membership Liaison Programme. Directors on the management board are assigned responsibilities to liaise directly with a selected number of member organizations.

Sask Sport News is published by the federation four times per year and features information on federation programmes and topics of interest on various sports organizations.

The federation has recently introduced a public relations and publicity information service entitled, Sask Action. It is a step-by-step promotions and media relations kit designed to help sports governing bodies to maximize their publicity efforts with both print and electronic media.

Education Services. Sask Sport provides educational services for its membership essentially in three dimensions. The programmes that make up the annual general meetings and the Fall Conference are designed to better educate the volunteer sports administrator. Secondly, the collective provides special seminars for both administrators and treasurers, and, thirdly, the Research Committee encourages and supports efforts to expand knowledge in the several dimensions of applied sports research. The central office of the federation maintains a resource library of bulletins, documents and publications on a vast array of topics within sports.

Technical and Administrative Services for Member Associations. The most significant assistance that Sask Sport has to offer its membership in the provision of administrative services emanates from the grants programmes within the Sask Sport Trust. Major financial assistance is made available to provincial organizations to employ their own executive directors, to help defray the costs of out-of-province team travel, to send delegates to annual general meetings of their national associations, to upgrade coaches and officials, to purchase uniforms and specialized equipment, and to launch special projects of provincial significance in the development of their programme.

In addition, the federation's staff from within each of its three divisions, Program, Lottery and Trust, provides consultative service to all members on such problems as organizational structure and planning, accounting and bookkeeping, setting up a lottery distributorship, and making application for Trust grants (Teece, 1977; Ritchie, 1977).

Recognition of Volunteers in Sport. The collective has recently launched an initiative to pay tribute to those volunteers who have made and continue to make significant contributions to their sports as administrators, coaches, or officials. The presentations are featured at a special awards dinner held in conjunction with the Fall Conference.

Affiliation and Representation. Sask Sport retains several different orders of contacts with various provincial and national agencies within the sports scene. Some contacts are direct working relationships, some are agency memberships held, and others are more courtesy advisory affiliations.

Sask Sport holds the membership in the Western Canada Lottery Foundation for the Government of Saskatchewan. The federation and the government each appoint one person to sit on the larger Foundation's Board of Directors.

In addition, the federation takes an active role in membership on the Saskatchewan Games Council. Sask Sport is given the substantial responsibility to review and evaluate all bids and sites for the Games and to make recommendations to the Minister of Culture and Youth on acceptable sites, to prepare and submit to the Council a proposed list of sports and their specifications for the Games, to obtain appropriate sanctions from all provincial sports governing bodies for the Games programme, to liaise between the games organizing committee and provincial sports governing bodies, and to assist on the Games Technical Committee and with Games protocol (Sask Sport, Board of Directors Handbook, 1978:98).

Sask Sport and the Saskatchewan Sports Hall of Fame, although separate and distinctive, share a common Archives Committee (supra, pp.292-293). This committee, chaired by a Sask Sport board member, is charged with the collection of sports history in Saskatchewan and is currently conducting its research within a federal government New Horizons Grant, Project 700175 (Zeman, 1977).

Sask Sport, the agency, holds memberships in Saskatchewan Sports and Recreation Unlimited (the independent agency which is responsible for the operation of the administration centre for sports and recreation agencies), Sports Federation of Canada, and the Canadian Council of Provincial and Territorial Sports Federations.

The federation has representation on the Advisory Committee of the Recreation Technology programme at Kelsey Institute of Applied Arts and Science and maintains a sponsorship/liaison with the Sports Medicine Seminar programme of the Saskatchewan Academy of Sports Medicine.

Lobby with Government. Sask Sport maintains a close and constant working relationship with the Government of Saskatchewan at all levels and in all of its functions. At the political level, a regular and personal relationship exists between the Chairman of the federation and the Minister, Deputy Minister, and Executive Director of the Sport and Recreation Branch of the Department of Culture and Youth. Sask Sport and the government share the Saskatchewan representation on the Western Canada Lottery Foundation.

Bill Clarke, the Executive Director of the Sport and Recreation Branch, serves as the President of the Board of Directors of that most significant regional lottery foundation.

At the practical level, government representatives are included on the major operating committees in each of Sask Sport's three divisions. Bill Clarke sits as a voting member of the Lottery Authority, and Consultant, Don Seaman, represents the Department on the Trust, the Program Advisory Council and the board of directors of Sask Sport (Fern, 1977; Clark, 1977; Teece, 1977).

Because of these very close working relationships in all aspects of Sask Sport's operation, government and the federation are constantly aware of each others programming needs and initiatives. The result is greater mutual respect, shared concern to maximize dollar value, care in preventing duplication of assistance offered, and a clearer delineation of respective roles in the provincial sport scene (Clarke, 1977; Fern, 1977).

> Our relations with government have been maintained on a high profile. We spend lots of time talking to them. No doubt some leaders in Sask Sport did a good job there and the same is true of Culture and Youth. A great deal hinges on personalities. (Fern, 1977).

Structure

There are two categories of membership within Sask Sport, Active Members and Associate Members. Active members are,

> Those associations which govern the circumstances of a particular sport activity and are the Provincial Authority recognized by their national sports governing body (Sask Sport, Bylaws, 1977:1).

Associate members are,

> Provincial Agencies who administer, program and/or provide service to one or more sports and who are not recognized Provincial Authority for a particular sports activity (Ibid.).

From its very beginning the ultimate authority of the collective has rested with the General Council (Sask Sport Bylaws, 1972). The General Council consists of two representatives of each Active Member and one representative of each Associate Member. It meets in business session at least annually where delegates receive reports on the actions of various Sask Sport committees and projects, discuss common problems seeking shared solutions, and give direction to the management board for the future efforts of the collective.

The organizational structure of Sask Sport is illustrated in Figure 6.

The business and supervision responsibility of Sask Sport resides in the Management Board, a twelve-person panel of volunteers, four of whom are elected each year for three-year terms. Where the Immediate Past-Chairman is not one of twelve persons, he or she is also a director (Sask Sport, Bylaws, 1978:article 3.2). Executive officers of the Society are elected or appointed annually by the directors from among themselves and include the Chairman, three Vice-Chairmen, a Secretary, and a Treasurer.

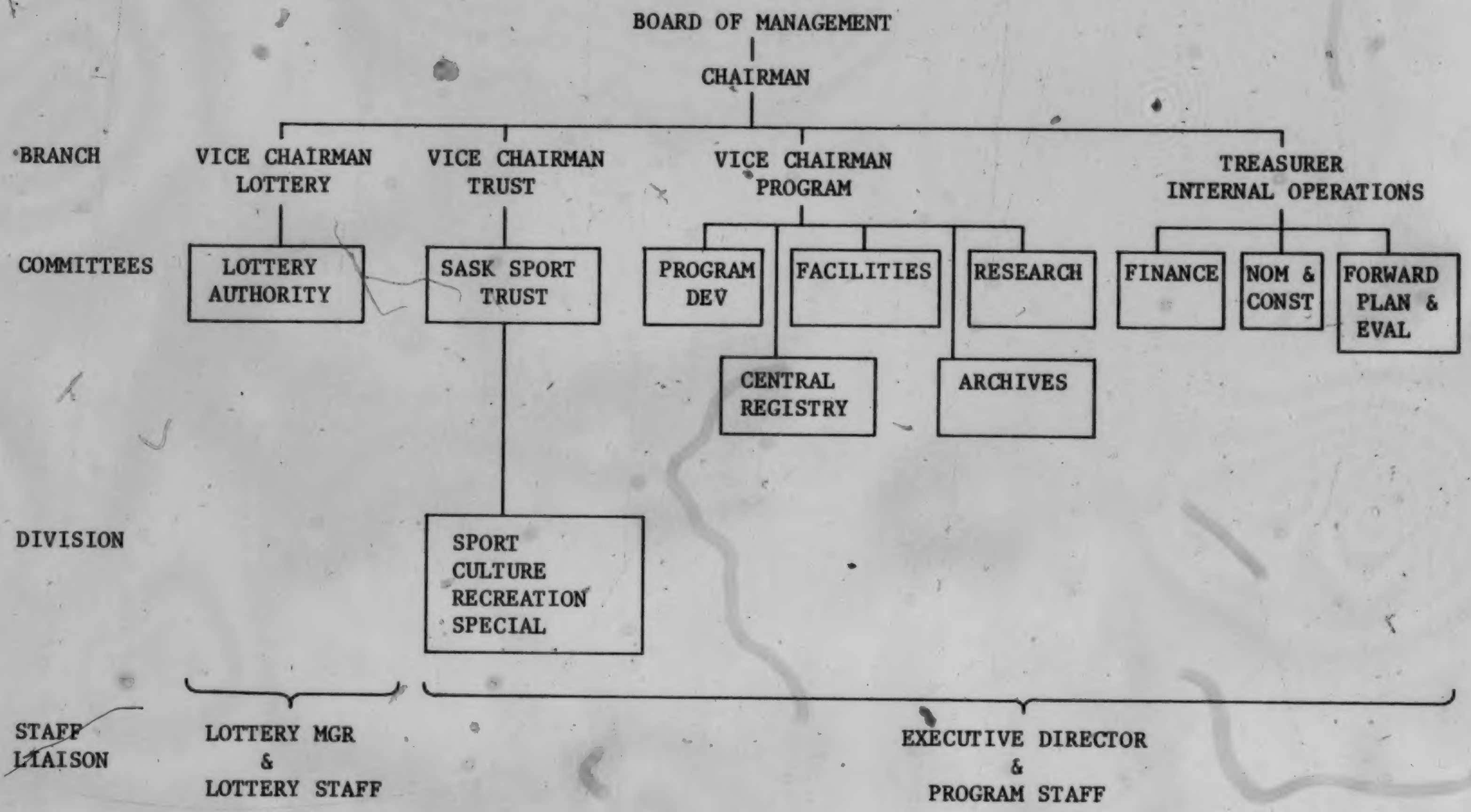
BOARD OF MANAGEMENT
CHAIRMAN
BRANCH
VICE CHAIRMAN LOTTERY
VICE CHAIRMAN TRUST
VICE CHAIRMAN PROGRAM
TREASURER INTERNAL OPERATIONS
COMMITTEES
LOTTERY AUTHORITY
SASK SPORT TRUST
PROGRAM DEV
FACILITIES
RESEARCH
CENTRAL REGISTRY
ARCHIVES
FINANCE
NOM & CONST
FORWARD PLAN & EVAL
DIVISION
SPORT
CULTURE
RECREATION
SPECIAL
STAFF LIAISON
LOTTERY MGR & LOTTERY STAFF
EXECUTIVE DIRECTOR & PROGRAM STAFF

Figure 6. Organizational Structure of Sask Sport

Source: Sask Sport Board of Directors Handbook, 1978

Each of the three Vice-Chairmen and the Treasurer are given coordinating and supervisory authority over a major aspect of the operation of Sask Sport. The Vice-Chairman - Lottery acts as Chairman of the Lottery Authority; the Vice-Chairman - Trust acts as Chairman of the Sask Sport Trust; the Vice-Chairman - Program acts as the Chairman of the Program Advisory Council; and the Treasurer acts as coordinator of internal operations.

The Lottery Authority is comprised of at least five volunteers appointed by the board of management to act as the political arm of Sask Sport responsible to the board for the operation of the Western Canada Lottery Foundation - Saskatchewan Division. The Authority operates according to policies and directives laid down by the management board (Sask Sport Bylaw, 1978:Art. 3.13).

The day-to-day management of the lottery operation is in the hands of a full-time lottery general manager and his staff. The General Manager is directly responsible to the Vice-Chairman - Lottery. Two offices are maintained; a Saskatoon office responsible for the central administration and a Regina office which maintains a mail order operation (Sask Sport Board of Directors Handbook, 1978:8). The principal function of the lottery operation is simply expressed in the directive, "Make money!" (Teece, 1977).

All profits from the lottery operation are held in a trust account which is administered by a committee known as the Sask Sport Trust (Sask Sport, Bylaws, 1978:5). The

Trust Committee is comprised of at least eleven volunteers appointed by the board of management and is chaired by a Vice-Chairman of Sask Sport. The other ten members are representatives of each of the Divisions in the Trust--Sport, Culture, and Recreation. Five people represent Sask Sport, four represent Culture and Arts in Saskatchewan, and one is a representative of the Saskatchewan Parks and Recreation Association.

The Trust is responsible to the board of management both to operate according to policies and directive as laid down by the board and to assist in the establishment of such policies. The Trust makes recommendations on the criteria for grants which are made from Trust funds. And, finally, the Trust receives, reviews and makes recommendations to the board on all applications for grants.

The review of the hundreds of applications for grants is an onerous task, one which requires times and specialized expertise in each of the Divisions in the Trust. To assist in this task, screening subcommittees of five or six volunteers are appointed within each Division of the Trust and an additional special screening subcommittee is appointed on an ad hoc basis to deal with grant requests that fall into any category outside of the existing Divisions. Sask Sport, the agency, appoints five persons plus the Trust's Chairman to act as Sport's screening subcommittee. The Saskatchewan Parks and Recreation Association appoints five persons to adequately represent all recreation interests in that

Division's screening subcommittee. Because there is no central provincial agency which speaks for all of the Arts and Culture interests, representatives to the Culture screening subcommittee are appointed,

> from a list of names for each category submitted by eligible client organizations in mutual agreement with the Department of Culture and Youth (Sask Sport, Board of Directors Handbook, 1978:55).

Two of these appointees represent the Performing Arts, one represents the Visual Arts, one the Literary Arts, one the Ethno-Cultural area, and one represents Museums and Heritage.

The third major structural arm of the collective, Sask Sport, falls under the jurisdiction of the Vice-Chairman - Program. This person acts as Chairman of a committee labelled the Program Advisory Council which is responsible to the board of management for the coordination of ongoing Sask Sport programmes as well as the development and implementation of new programmes of the federation (Ibid., p.22).

The Program Advisory Council is comprised of the Chairman plus eleven other volunteers appointed by the board. Council's responsibilities include implementation of board operating policies and procedures within Sask Sport's several standing committees and its several programming initiatives. These committees and programmes include: Archives Committee, Facilities Committe, Program Development Committee, Research Committee, Administrative Seminars, Treasurer Seminars, Accounting Consultant Service, Membership Liaison, Sask Sport News, Fall Conference and Fall Awards Banquet, Sask Action, Resource Centre, Executive Directors Program, and Central Registry Program (Ibid., pp.22-54).

Sask Sport has three additional standing committees of volunteers which are, for convenience, shown grouped as Internal Operations within some structural jurisdiction of the federation's Treasurer. The Treasurer does act as Chairman of the Finance Committee and does report directly to the management board on financial matters. However, both the Nominations and Constitutuion Committee and the Forward Planning and Evaluation Committee also report directly to Sask Sport's board (Teece, 1977).

Staff support for the Trust Committee and its screening subcommittees, the Program Advisory Council and its several committees and programme initiatives, and the three "internal operations" committees is provided by the collective's executive director, accountant, administrative assistant, and two secretaries.

CHAPTER VIII

PERCEIVED SUCCESS AND MAJOR PROBLEMS OF THE COLLECTIVES

In the eyes of sportsmen, an organization is only as good as that which it is seen to be doing, whether that is in developing mass participation, developing elite performers, or in developing an entertainment package that pleases large audiences. A provincial sports federation is designed to serve its membership and is judged a success both by the support which is afforded to programmes offered to that clientele and by members' perceptions of how well they are being served by the collective.

This chapter presents the members of Sport B.C., Sport Alberta, and Sask Sport's separate perceptions of how well their federations have met stated goals. In addition, what those members identified as key issues and major problem areas which confronted their federations is presented.

In references to the results from the survey instrument utilized, it must be noted that, since not all respondents answered all items, those percentages reported are based on the number that responded to the specific item being discussed.

Sport B.C.

Demographic Information on Member Organizations

The survey was disseminated to the 69 full members and

5 associate members[34] of Sport B.C. (Sport B.C., Membership List, 1977-78). Thirty-five full members (50.7%) and four associate members (80%) responded to the questionnaire.

There were vast dissimilarities between the "regular" provincial sports bodies and at least two of the associate member organizations: the City of Vancouver, Board of Parks and Recreation; and Outward Bound B.C. When these major differences impinged on the integrity of the analyzed data (such as in responses to size of operating budgets and number of members) subsequent analyses within each of the membership categories were undertaken and were duly noted.

Although the questionnaire was sent to the President of each member organization, two of the respondents were Past-Presidents, two others were Secretary or Secretary-Treasurer of their association, and five respondents held positions whose titles reflected some unique role in their association (Recruiting Director, Director of Communications, Director of Skier Development, Administrative Assistant, and Director). The mean term of office for all respondents was 2.7 years while one President had been in that position for 10 years. However, more than 70% of the respondents (n=26) had been members of their associations for five years or more. This suggested that the respondents generally should have been knowledgeable about the operation of their organization.

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[34] Full members are those bodies admitted to voting membership by the Board and which have paid the full membership dues. Likewise, associate members are those bodies which have been admitted to non-voting membership by the Board and which have paid associate membership fees (Sport B.C. By-Laws, 1977:art. 1.3).

As illustrated in Table 5 , respondents tended to be, in terms of membership numbers, grouped around small (fewer than 1,000) and large (more than 5,000) (42.8% and 37.1% respectively in full members and 25% and 75% in associate members). For full members, their budgets were distinctly variable irrespective of their membership size:

small sports--ranged from $50 to $87,000 with a median of $17,000,

medium sports--ranged from $2,600 to $192,000 with a median of $12,500, and

large sports--ranged from $9,000 to $250,000 with a median of $46,000.

It is of interest to note that the smaller sports generally had budgets larger than the medium sized sports. And it is equally interesting to note that the large organization, Horse Owners, had but $9,000 for a budget, Swimming (medium sized) had $192,000, and the small sport of Water Ski had a budget of $87,000.

From an analysis of the budgets provided by the full members responding it was suggested that sports bodies tended to expend the larger portions of their budgets on their participants--both officials and athletes. As is illustrated in Table 6 , the amounts budgeted on any particular item varied markedly. Even though all the members, save two, stated that they budgeted monies on the general administration of the sports governing body, generally the greater sums were budgeted on officials upgrading, team

Table 5

Size of Membership and Size of Budget of Members of Sport B.C.

NAME OF ORGANIZATION	MEMBERSHIP SIZE	BUDGET SIZE 1977-78	NAME OF ORGANIZATION	MEMBERSHIP SIZE	BUDGET SIZE 1977-78
FULL MEMBERS					
Netball	NR	65,069	Women's Field Hockey	2650	25,000
Speleological Society	50	50	Gymnastics	5000	250,000
Weightlifting	85	8,000	Rugby Union	6000	20,000
Diving	100	23,832	Badminton	7000	25,000
Underwater Hockey	150	1,500	Football	7280	205,000
Hang Gliding	250	NR	Basketball	7500	83,837
Team Handball	250	17,000	Horse Owners	8750	9,000
Water Polo	250	30,000	Ladies Golf	10,000	31,600
Bicycling	350	17,000	Pacific Coast Curling	11,545	31,000
Handball	358	12,200	Snow Vehicles	15,431	46,000
Horseshoe Pitchers	450	12,800	Figure Skating	20,000	60,000
Rowing	450	34,000	Soccer	20,500	35,000
Karate	600	20,000	Tennis	24,000	NR
Archery	650	17,000	Baseball	36,000	80,000
Water Ski	800	87,000	Hockey	51,000	250,000
Canoeing	1000	3,000			
Girls Ice Hockey	1200	2,635	ASSOCIATE MEMBERS		
Lawn Bowling	1720	5,000	Outward Bound	700	400,000
Table Tennis	1800	20,000	Summer Swimming	5160	100,000
Swimming	1882	192,000	Pacific Coast Amateur Hockey	25,000	20,000
			Vancouver Parks and Recreation	420,000	20 Million

travel, and hosting competitions.

Table 6

Budget Breakdowns Employed by Full Members of Sport B.C.

Budget Item	Allocations Median	Range
Officials Upgrading	$ 4,000	$ 47,000
Team Travel	3,750	45,000
Hosting Competitions	3,000	33,000
General Administration	2,500	67,000
Inprovince Meetings	1,375	12,000
Annual General Meetings	441	4,000
Staff Salaries	342	86,000
Specialized Equipment	300	10,000

A similar analysis of the budgets of the associate members responding was not possible due to the reticence of two of the four organizations (50%) to provide such details.

All 35 of the full member organizations responding provided a breakdown of the various sources of their annual revenues. Far and away the most important source of funds for these organizations was the grants programmes of the provincial government. On average, 77% of association funds came from this source. Revenues from member registrations averaged but 26.6% while, for between five and seven member organizations, much lesser amounts (2% to 15%) were generated in gate receipts, sales of Western Canada Lottery tickets, and from smaller, in-house lotteries.

Once again, the information provided by the associate members was so sparse as to enable but cautious comment: no respondents noted revenues from any lotteries; only one each reported any funding from government (50%) or from gate receipts (80%); and two members identified some monies were generated in registrations and from sponsors.

Very few of all 39 respondents stated that they employed full-time personnel in their organization. Four organizations stated that they hired Coaching Coordinators, two hired an Executive-Secretary, one member hired two Secretaries, while two others noted that they hired an Accountant and Office Manager respectively.

Part-time personnel were only slightly more abundant among all of the respondents. Three respondents stated that they hired part-time Executive-Secretaries and three others hired two Secretaries; another, two Coaching Coordinators; and, still another, three part-time Coaching Coordinators. Other individual personnel were classified as Technical Director, Instructor, Program Coordinator, Administrative Assistant, Newsletter Editor, or Registrar.

The B.C. Amateur Hockey Association was the only full member organization which stated that it owned its own facilities--an office building in Victoria. Additionally, it noted that the facility was financed entirely from the generation of its own fees and gate receipts.

Facilities were owned by two of the associate members responding. Extensive sport and recreational facilities were noted by the City of Vancouver, Recreation and Parks Department, while Outward Bound, B.C. claimed ownership of a base camp at Keremeos. Funding for these major facilities was noted to have been from all three levels of government (municipal, provincial, and federal), from donations, gifts, and industrial campaigns.

In terms of programme and direction, the membership was asked to order their organization's current three most important objectives. Promotion of their sport was mentioned as the most important objective in 21 responses. Provision of competitions and coaching development were the second most important (by 7 respondents each) and the provision of competitions was the most frequently cited third most important objective (also in 7 responses).

The membership also identified those things which they felt they currently did best. Running competitions in their activity and administration were offered as that which they did best (in 13 and 6 responses respectively). Providing competitions (10 responses) and player development (8 responses) were stated as second best; while coaching development and officials development were most frequently offered as that which they managed third best.

Finally, three specific areas were identified by the membership as being their greatest needs. These included:

1. Leadership and volunteers (12 responses)
2. Fund raising (8 responses)

3. Coaching development (7 responses)

Sport B.C. - Sport Governing Bodies Interface

The membership of Sport B.C. generally has had a long-standing loyalty to their provincial collective. This support was reflected in the fact that nine of 33 respondents (27.3%) claimed membership in the federation since its inception and an additional 12 members (36.4%) stated that they had been members for at least six years. Seventy per cent (n=26) of 37 respondents stated that they joined the collective in order to utilize the administrative services provided, while an additional 24.3% (n=9) gave a more altruistic reason for joining as a desire to be a part of the larger community working towards the commonweal.

Nine of the respondents stated that one of their numbers had served on the federation's Board of Directors. Of particular moment was that one individual, Luke Moyls (B.C. Basketball Association) was the original mover of the motion which recommended the formation of Sport B.C.; chaired the original steering committee charged with organizing the federation; was elected to the first Board; and has been a member of the federation's Board throughout its lifetime.

The other respondents noted that their representatives had served on the federation's Board for six years (2), 5 years (1), two years (3), and one year (2) respectively.

Seventeen of all respondents (43.6%) claimed that their organization maintained an office. The B.C. Administrative Centre for Sport, Recreation, and Fitness had only recently been opened and eight organizations responding were already ensconced in office quarters there. Five respondents stated that they maintain their offices in some building other than the Administrative Centre. Unfortunately, the remaining four respondents (and it must be assumed true for the other 22 organizations in this present study) continued to manage the affairs of their association from "the kitchen table" of one of their executive.

The membership was questioned on its opinions of the mutual impact between themselves and their sports federation. Not surprisingly, the principal role that Sport B.C. played in the life of the membership was noted as providing administrative services (by 24 of 37 respondents). Other roles identified included an advisory capacity (by 10 respondents) and assistance in promotional efforts (by 4 respondents). However, it was noteworthy that almost one-third (n=12) of the 36 respondents claimed that Sport B.C. played either very little or no role in their organization.

On the obverse side, 15 of 39 respondents (38.5%) thought their organization made some contribution to the direction of Sport B.C. However, 14 respondents (35.9%) felt their organizations made hardly any contribution and an additional nine (23.1%) felt that they made no contribution at all to Sport B.C.'s direction.

Finally, suggestions of ways in which the provincial federation might better meet the needs of its member organizations were varied but fairly evenly distributed around three areas. Eight of 27 respondents (29.6%) felt that Sport B.C. was now doing an adequate job. Nine other respondents (33.3%) identified needs in gaining access to facilities and administrative assistance, while another 8 respondents (29.6%) stated they would better be served in the acquisition of finances.

Some other responses included such suggestions as opening offices on weekends since that was when most sporting events take place, catering more to the non-resident member, serving the smaller members because the larger ones preferred being left alone, and the appeal for being representative of the entire province and not only of the lower mainland.

Overall, the organizations which made up Sport B.C. were supportive of their association. Twenty-nine (82.8%) of the 35 respondents stated that they valued their membership. The two principal reasons given for this opinion were to have access to the several services in the Sports Administration Centre and because of the role Sport B.C. played as a lobby with government.

Only 6 respondents stated that they did not value membership in the federation. No distinct pattern was evident in the various reasons given for this attitude but they included such things as Sport B.C. having no clear objectives, poor communications with member organizations, large sports not being helped very much, and a suggestion that the federation focused its attention too much on competitive sport and ignored recreational activities.

Goal #1: To coordinate, promote, encourage, and assist competitive and non-competitive sports in British Columbia

A marked degree of congruency was found to exist between what was actually Sport B.C.'s stated first goal and what members stated were their opinions as to why the federation was created in the first place.

A very large majority of respondents (57.8% of 38) suggested that, in their opinion, Sport B.C. was created in the first place to encourage, promote, and assist amateur sports in the province. In addition, 12 respondents (31.5%) noted that the federation was formed to coordinate efforts of amateur sports bodies to their mutual benefit. Another 12.8% noted that the federation was created to act as a lobby for sport in dealings with both federal and, more importantly, provincial governments.

Another measure of the success enjoyed by the federation was in a similar level of congruency between what was their actual first goal and the members' perceptions of currently pursued objectives and parallel observations of the roles and functions their federation performed today on their behalf.

Sport B.C.'s current goals were seen to focus on two areas: the provision of administrative support services was identified by 30 of 35 respondents; and as a lobby for sport with the provincial government stated by 14 of the 35 respondents. The coordination of effort among the members and the raising of funds for sport were identified as goals currently held by four and three respondents respectively.

In identifying what it was that their federation actually was doing, the provision of those administrative support services was noted in 22 responses, the administration of the B.C. Administration Centre for Sport, Recreation, and Fitness was mentioned eight different times, while six respondents each noted that the federation provided members' conferences and acted as a lobby with government.

However, expressions of grave concern were provided by several of the respondents over what they perceived as apparent goals of the current administration of Sport B.C. At least six of 35 respondents (17.1%) observed that the federation really didn't know where it was going, that it seemed to be muddled and disorganized and to fall short of the policies and goals that had been set down. And, because of this, it was suggested that there were neither apparent results nor growth in the sport federation.

Four respondents (11.4%) expressed their reservations about the aims of the current leadership and noted that the central federation was "empire building" and becoming too powerful at the expense of the member sports governing bodies. They noted that they did not agree with the aim that Sport B.C. should become a "governing body of sports governing bodies."

These negative perspectives of Sport B.C.'s goals paralleled negative observations of the roles that the federation was actually performing. Expressions of concern over not knowing what the federation really does, that the federation provided few tangible benefits for them, or that it did nothing at all for them were provided by 17.6% (n=6) of 34 respondents.

In an effort to obtain a more detailed analysis of the use made of the various administrative services offered by the federation, the members were asked to identify each of the services in which their organization had participated. As illustrated in Table 7 , the most popular services tended to be printing and duplicating, secretarial and typing, and promotions and media relations.

Table 7

Participation in Sport B.C. Administration Services

Service	Number of Respondents Using Service (n=37)
Printing & Duplicating	31
Secretarial & Typing	22
Promotions & Media Relations	19
Bookkeeping & Accounting	7
Meeting Room	3
Marketing Advice	2
Travel Service	2
Mailing	2
Equipment Use	1

The coordination and promotion of the individual sports bodies and their programmes by the federation was noted as being largely dependent on the abundance of information exchanged between them (Pound, 1977). It would appear, however, that the membership of Sport B.C. was content to live with the but one-way dimension of these communications.

Thirty-one (79.5%) of all 39 respondents stated that they did not send copies of their organization's minutes to Sport B.C. and 16 of 38 respondents (42.1%) noted that they did not, as they should, keep Sport B.C. informed of happenings in their organization.

Yet 44 per cent (n=17) of 38 members judged communications between them and the federation to be adequate. And another 25% (n=13) claimed their communications with the collective were even better--at "more than adequate" or "very good."

Most all of the 38 organizations responding (97%) agreed that they should be kept informed on the policies and programmes of their federation and 94.7% (n=36) judged that they were, indeed, so kept informed by that body. Very likely a major factor in this positive opinion resulted from the interchange of information made possible at the federation's annual general meetings. Twenty-seven of 39 respondents noted that they attended these meetings either always or usually.

Twenty-nine of 38 respondents noted that their organizations published a newsletter. All claimed its primary purpose and greatest strength was as a communications instrument keeping its members and several other clients informed and in promoting its sport. Major weaknesses in the newsletters identified by the respondents centered on a lack of both input and feedback by the readership (by 7 respondents) and a shortage of funding (by 8 respondents) which would enable organizations to use photos and generally upgrade the quality of the publication, as well as, allow them to publish more frequently.

Finally, participation in the 1978 British Columbia Summer Games in Penticton was claimed by 17 (45.9%) of 37 respondents while better then three-quarters of them (78.1%) stated that they expected to participate in the 1979 Winter Games in Kamloops.

Goal #2: To act as a soft lobby with government on behalf of sports

When asked to identify the reason for which Sport B.C. was originally formed, only 5 of the 39 respondents (12.8%) opined that it was to act as a lobby with government. Only six of 34 respondents identified this role as something the federation was actually doing now, even though 14 of 35 respondents agreed that acting as a governmental lobby was one of Sport B.C.'s current and primary goals.

Almost two-thirds (65.8%) of the respondents claimed they received no administrative assistance from government. Grants from the British Columbia Physical Fitness and Amateur Sport Fund were noted by 8 of the respondents, while an additional 5 acknowledged governmental assistance in funding for their Program Development Coordinator. Obviously the membership failed to view financial grants and administrative assistance as one and the same. In response to an item reported above, respondents stated that grants from government coffers accounted, on average, for 77% of their income.

Of the 36 organizations responding, 32 (88.9%) stated that they perceived Sport B.C.'s role to be clear and distinct from that of the government's Recreation and Fitness Branch. Of those few who did perceive some overlap in roles, three suggested that both Sport B.C. and the Recreation and Fitness Branch were equally dependent for funding on monies from the Physical Fitness and Amateur Sport Fund and, therefore, any independence that the sport federation might suggest it enjoyed was debatable. These dissenters stated that the Recreation and Fitness Branch already played the role as liaison with government and Sport B.C. was merely attempting to wrest this role from them.

Finally, when asked to rate Sport B.C. in its role as a lobby with government, seven of 39 members judged it as "very good"; five as "more than adequate"; and 15 as "adequate." Only seven respondents judged the federation negatively--six in the "less than adequate" category and one as "very poor."

Goal #3: To act as the government's agent as the administrator of the B.C. Administrative Centre for Sports, Recreation, and Fitness

The decision by the provincial government to recommission the warehouse building at 1200 Hornby Street in Vancouver as the B.C. Administrative Centre for Sports, Recreation, and Fitness was, for this current study, a most recent one. As a convenience to government, Sport B.C. was named the agent of government to hold the lease on the building and to play a central role in determining how the Centre was to be organized and operated (supra, p.87; B.C. Government News, April, 1978).

During the fall of 1977 and winter of 1978, when the data for this study were being gathered, renovations to the building were not fully completed, sport bodies and other provincial organizations were establishing their new offices, service areas (such as the printshop and the stenographic pools) were being set up, and everything appeared to be in a state of organized turmoil. Sport B.C. was extremely busy undertaking the management mandate proffered by government.

Summary of Perceived Success of Sport B.C. in Meeting Goals

As may be seen from the information above, the membership of Sport B.C. views its collective largely as a success in meeting all of its stated formal goals. A summary of these data is presented in Table 8.

Even though Goal #1 has several dimensions, and in spite of some limited criticism, the federation is seen to

Table 8

Summary of Members' Perceptions of Sport B.C.'s Successes

Questionnaire Item Measuring Goal	Percent Response	Questionnaire Item Measuring Goal	Percent Response
Goal #1 Coordinate, promote, encourage, assist amateur sport			
1. Why SBC created?		8. Judge communications adequate or better	69.0
-encourage, promote, assist	57.8		
-coordinate efforts	31.5	9. Should be kept informed	97.0
-lobby government	12.8		
		10. Are kept informed	94.7
2. Current goals (positive)			
-provide services	85.7	11. Attend AGM alway/usually	69.2
-lobby government	40.0		
-coordination	11.4	12. Publish newsletter	76.3
-raise funds	8.5		
3. Current goals (negative)		13. Participate in BC Games	45.9
-they don't know	17.1	14. Will participate in next B.C. Games	78.1
-disorganized	17.1		
-empire building	11.4		
4. Current roles (positive)		Goal #2 Soft Lobby with Government	
-provide admin services	62.8	1. Admin. assistance from government	34.2
-administer Admin Centre	22.8	2. clear distinct roles	88.9
-provide conferences	17.1	3. rate lobby adequate or better	69.2
-lobby government	17.1		
5. Current roles (negative)		Goal #3 Administrator of Sport Admin. Centre	
-nothing for us	17.6	1. Becoming operational	Yes
-few benefits to us	17.6		
6. Send mins. to SBC	20.6		
7. Keep SBC informed	58.0		

be particularly effective in coordinating, encouraging, and assisting member organizations through its efforts in providing the various administrative services, keeping members well informed, and providing a forum for exchange of views at the annual meetings. The federation is seen to have not yet achieved its full potential in promotional efforts.

Sport B.C. is seen to have been abundantly successful in its role as a lobby with government and in the administration of the Administrative Centre for Sport, Recreation, and Fitness.

Key Issues and Major Problems Facing Sport B.C.

More than 70% (n=28) of the 39 member organizations responding were abundant in the identification of key issues and major problems which they believed to confront their collective.

However, seven associations provided no response to this item, two others stated that they felt there were no major problems confronting Sport B.C., and two others noted that they were not sure about any such issues. It could be argued that this number (28%) represents that portion of the membership that was satisfied with what their federation is doing, or that they were not knowledgeable enough about the operation of their central federation to enable them to comment either constructively or critically, or for some other reason simply chose not to respond.

For purposes of analysis, the issues and problems that were identified were grouped, where appropriate, under a common heading as is illustrated in Table 9 . The order in which they are presented here is an indication only of the frequency with which they were proffered by the membership rather than an indication of relative value of any individual response.

1. Matters financial. Thirty-seven per cent of the 32 organizations responding suggested that Sport B.C.'s major problems centered around matters financial. The common statement was simply that the federation was faced with a lack of funds. Two respondents stated that Sport B.C. must spend less on its own administration (i.e. salaries) and put more monies into the development and direct sponsorship of sports bodies. Two respondents criticized that too much energy was being expended on getting finances from the government and on running the lottery operation. Another noted that the government's handling of funds was very poor and this was a major problem for Sport B.C.
2. Bureaucracy within the federation. An additional 31% of all respondents expressed their opinion that Sport B.C.'s major problems were to be found in the growth and development of the administration of the federation itself. Five responses noted that the central office was growing too quickly with far too many staff being hired and was becoming just another unwanted bureaucracy. Four respondents were

Table 9

Key Issues and Major Problems Facing Sport B.C.

1) Matters financial:
   - lack of funds
   - too much spent on administration
   - too much energy wasted getting money from government
   - too much time spent on lottery
   - government's handling of funds poor
   - federation not independent from government funds

2) Bureaucracy in the federation:
   - growing too fast, too many staff
   - board members biased and ill-equipped
   - poor administrator; board only a rubber stamp; we only see what Tom brings to our attention
   - central federation too strong; must serve sport
   - gets into internal politics
   - large sports need more voice

3) Role of the federation:
   - lack of clear roles between federation and government
   - government sees federation empire building; a threat to them
   - federation is elitist; poor service to recreation
   - lack of clear goals; credibility with members
   - not role to lobby; sports prefer direct contact
   - promoter a problem; should provide technical services

4) Communications with members and government:
   - must improve communications
   - members don't tell federation what they want
   - federation doesn't keep members informed
   - how to reach all sports groups throughout B.C.

5) Facilities for sport:
   - need a sport training centre in B.C.
   - crowding at 1200 Hornby
   - lack of influence in facility construction
   - government not supportive of the federation getting a sport training centre

6) Others:
   - lack of volunteer leadership
   - difficult geography of B.C.
   - federation cannot be united voice because each sport is too different
   - smaller sports have unique needs
   - having to deal with the new government

critical of the administration of the federation. They suggested it was becoming too strong, that the board was merely a rubber stamp for the Executive Director, and that ". . . we only see what Tom brings to our attention." Two others noted that the elected board members were both biased toward but a few sports and personally ill-equipped for the demands of their role. The federation's becoming embroiled in the internal politics and individual problems of member associations was a problem stated by one respondent. And, finally, one critic suggested that a major problem confronting Sport B.C. was that the larger sports did not have a greater voice on the Board of Directors.

3. The role of the sports federation. Eight of the 32 responding associations (25%) identified the federation's major problem as a lack of a clear and distinct role in the province's sport system. Whilst some criticisms were of the more general variety calling on the collective to "clarify its objectives," others referenced more specific concerns. At least three respondents appealed for a clarification in the roles between Sport B.C. and the provincial government in order to avoid duplication of effort and the resultant interagency conflicts. Two respondents stated that Sport B.C. must make better efforts to service recreation groups. One respondent

questioned the appropriateness of the federation's current role as a lobby with government while another noted that Sport B.C.'s major problem was in its undertaking the role of promoter of individual events for particular sports.

4. Communications. The need to improve communications between the member organizations and the central administration and Board of Directors of Sport B.C. was identified as a major problem by 12.5% (n=4) of 32 respondents. The charge was levelled that the board operated in secret, that the federation was not even interested in the happenings of member organizations, and that the federation made no effort to communicate beyond the lower mainland.
5. Sports facilities. Both a lack of and the use made of sports facilities were identified as major issues confronting Sport B.C. One respondent referenced concern over the already crowded conditions in the Administrative Centre for Sport at 1200 Hornby Street and the fact that there was little hope that many other member organizations would be afforded space in that building.

Both the need for a provincial training centre for sport and the government's opposition to such a centre were noted as problems. Additionally, the lack of federation input into the construction of sports facilities around the province was offered as a key issue for Sport B.C.

6. Others. Two respondents identified the major issues confronting Sport B.C. to be that common ailment among most all sport bodies in Canada, a lack of qualified and committed volunteers. One respondent noted the major problem for Sport B.C. was having to deal with the new Social Credit government. Another noted the extensive and very difficult geography of British Columbia and its attendant difficulties in the provision of services to those regions beyond the lower mainland and Victoria.

And, finally, a very perceptive respondent identified as a major problem for the federation to be the federation itself and the fact of widely diversified interests and needs of various organizations bound only by a common abstraction of sport. This was illustrated in the notation of inherent difficulties in attempts to bring together such disparate groups as ballroom dancers and rugby players or horseshoe pitchers and snowmobilers. It was suggested that bringing such groups together in any forum ofttimes created as many problems as it offered solutions.

Possible Solutions to Major Problems Facing Sport B.C.

Just as there was an abundance of major problems identified by the membership to be confronting Sport B.C., so, too, were there clearly as many offers of possible solutions to these problems. A tabulation of those offered by the 27 respondents to this item were grouped to facilitate presentation as is illustrated in Table 10.

1. Matters financial. Three responding members offered the need to impose financial controls and accountability on the management of the central collective as a solution to the problems of finance facing Sport B.C. Generally they called for a tightening of controls, of a zero-based budget, of a limited budget for the federation set by the membership and forcing the management to operate within it.

   Another urged more funding for the amateur sports governing bodies as a rather broad solution while still others proposed that Sport B.C. pursue becoming certified as a charitable organization so that donations made in support of amateur sport could be deducted from taxable income of individual or corporate sponsors. And, finally, one respondent suggested that the collective's problems would be resolved if the federation could appoint two representatives to sit on the Advisory Committee of the Physical Fitness and Amateur Sport Fund, and, thus, play a truly major role in the distribution of government funds to sports.

2. Bureaucracy/Administration of the federation. Eight of the 27 respondents (29.6%) offered

Table 10

Possible Solutions to Major Problems of Sport B.C.

1) Matters financial:
   - limit the budget, make them operate on it
   - provide more funding
   - tighten financial controls on staff
   - give Sport B.C. a major role on PFAS Fund Advisory Council (2 reps)
   - acquire a tax exemption number

2) Bureaucracy/Administration of the federation:
   - rationalize administration
   - make them do what they say they'll do
   - establish training courses for administrators
   - expand board of directors--give larger sports greater voice
   - hire more staff
   - speed up administrative services
   - develop regional offices coordinating both government and federation services

3) Role of the federation:
   - develop own goals, clarify policies
   - meet with members, universities, government to clearly delineate roles
   - promote own policies more

4) Communications with members and government:
   - personalize approach, contact with members
   - develop individual liaison programme with each
   - reeducate politicians
   - develop better public image of dealings with government
   - concentrate effort on coordination and dissemination of information
   - good, monthly newsletter, magazine
   - take Athlete of the Year banquet around the province
   - urge government to define its attitude to sport
   - urge change in advisory council of PFAS Fund

5) Facilities for sport:
   - lobby for facilities for small sports

6) Others:
   - undertake regular evaluation
   - disband Sport B.C., make all services in province into a crown corporation
   - Sport B.C. should be advisory council of B.C. Games
   - put Program Development Coordinators under sports

solutions that were applicable to the difficulties within the area of administration of the federation. They ranged from the general charge to ". . . make Sport B.C. do what they said they would do," and ". . . develop a clearer administrative programme for the egocentric administrators in the federation's operation," to the more precise ". . . speed up administrative services."

One respondent recommended the development of regional offices throughout the province from which coordinated Sport B.C. and government services could be provided; another urged the federation to provide administrative assistance to the smaller sports bodies. To better implement that programme direction, another respondent urged Sport B.C. to hire more staff.

In their concern for better representation on Sport B.C.'s Board of Directors, one respondent recommended the size of the board be increased. They suggested that membership on the board be representative and that it be relative to the size of the organization represented. In this manner, the larger sports would be better represented and play a more legitimate role in the affairs of the collective.

Another recommendation for improved quality of sports administration urged the establishment of training courses for volunteers working in this area.

3. Role of the Federation. The Board of Directors of Sport B.C. was urged to embark on a major study of its current and future functions and goals in the provincial sport scene. It was urged to do this by sitting down with other principals--agencies and institutions (most notably the government, universities, recreation association and high schools athletics association) to rationalize roles and reduce both real and apparent conflict. And, once its own goals and unique roles were established, the federation was urged to promote its goals and policies within its significant publics.
4. Communications with members and government. Three respondents called for the improved liaison between the federation and the member organizations. Two suggested that Sport B.C. develop an individualized liaison with each member association and another recommended that this could become a personal role given over to individual members of the Board of Directors.

A major force in the identification of problems confronting Sport B.C. rested with the government and its efforts in sports. Thus, some solutions proposed were directed the government's way. One respondent stated that the government had to be encouraged to assume a greater commitment to sport and outdoor recreation. And, just as the earlier plea to have Sport B.C. define its place in sport, government was urged to examine and clearly define its own attitudes towards sports in order that Sport B.C. could better develop its own programmes.

One respondent urged Sport B.C. to concentrate effort on the coordination and dissemination of information between the membership and the federation, among the various member organizations, and to the media and public in general. It was suggested that what was sorely needed was a good monthly newsletter or magazine that could keep everyone informed.

The federation was urged to make efforts to develop a better public image--particularly in its dealings with government. And, finally, an interesting suggestion was offered urging Sport B.C. to hold the Athlete of the Year Banquet in different places around the province each year.

5. Facilities for sport. Only one response addressed the issue of a role for Sport B.C. in influencing the construction of sport facilities. One member urged the federation to a more aggressive lobby for facilities for the smaller sport bodies.
6. Others. One respondent suggested a solution to Sport B.C.'s problems was inherent in a programme of

systematic and regular evaluation. Other, more controversial, solutions included: taking the Program Development Coordinators from under the administrative umbrella of the civil service and making them employees of the sports bodies they serve; making Sport B.C. the Advisory Council of the B.C. Games programme; and disbanding Sport B.C. to replace it with a crown corporation charged to coordinate the totality of programmes and services (both federation and governmental) to all of sport and recreation.

Summary of Sport B.C.

Sport B.C. was perceived to be a growing and vibrant organization very central to the current and future development of amateur sport in the Province of British Columbia.

The organizations making up its membership were very largely dependent on the service of volunteer leaders and on the financial good graces of government. The vast bulk of income received by sports bodies came from the government's Physical Fitness and Amateur Sport Fund and were expended on programmes for athletes and active participants. A persistent shortage of volunteer leaders, a growing need for more funds, and a concern for improved qualities of coaching were identified as members' greatest needs.

Sport B.C.--and particularly the central offices of the federation--was seen as having a relatively high profile in the provincial sporting scene. No doubt, in large measure due to the annual Athlete of the Year Award banquet and the annual general meeting. The result has been the development of a significant degree of loyalty for the federation amongst the membership. The majority viewed Sport B.C. as a provider of administrative services and as a mediator/lobby with government on behalf of sport.

There was a high degree of congruency between the collective's goal to coordinate, promote, encourage, and assist sports and the members' perceptions of why it was created, what its current goals were, and what it was seen to be actually doing. There was a strong feeling that communications between Sport B.C. and the members were good but, at the same time, could be improved.

Very real concern was expressed over what was seen to be a clear (and widening?) schism developing between the professional staff which guided and controlled the central office of the federation and the organizations and their struggling leaders who were "out there in the trenches." The federation was created by and for these groups and leaders, but was beginning to slip away.

A very high measure of confidence was evidenced by the membership in the efforts the federation had made in relationships with government. Sport B.C. was seen to have a role quite distinct from government and enjoyed a very high rating as a lobby with government on behalf of sports.

It was a matter of fact that the collective was launching a significant leadership role in the administration of the new B.C. Administrative Centre for Sport, Recreation, and Fitness.

The major problems seen to be confronting the federation included: a need for more funds for both the collective and its members and the lack of financial independence from government; the need to rationalize a growing bureaucracy and succeed in making the membership feel that they are the central federation and the central federation is them; a need for a delineation of roles for Sport B.C. and the government within the totality of the amateur sports system; communications between members, the collective, government, and the public; a shortage of facilities for sports administration; and a lack of volunteer leaders.

Solutions to these problems were offered and included: greater financial accountability and some major role in dispersal of funds to amateur sports for the collective; training courses, regional offices, and greater control of the federation's administration; clarification of Sport B.C.'s goals and its function in relation to government within the provincial sport scene; liaison services to member organizations, concentration on communications within and without the federation; lobby for facilities for smaller sports; and regular evaluation of what Sport B.C. is doing. Some added extravagant suggestions included creating a crown corporation for all of the sport services in the province, making Sport B.C. the B.C. Games Advisory Council and putting Program Development Coordinators under the jurisdiction of their sports governing bodies.

SPORT ALBERTA

Demographic Information on Member Organizations

The survey was disseminated to the 52 active members and the 13 associate members[35] of Sport Alberta (Sport Alberta, Directory, 1976). Twenty-nine of the active members (55.7%) and five of the associate members (38%) responded to the questionnaire.

Although the questionnaire was sent in each case to the current president of the associations, five of the respondents were Past-Presidents, two were Secretaries, three were Executive-Directors and four others held positions variously labelled Superintendent, Associate Dean, Director of Athletics, and Program Executive. The mean term of office of the respondents was 3.4 years while nine respondents stated that they were in their first year in office and three others noted their tenure at 12, 18 and 20 years respectively. This suggests the respondents generally were knowledgeable about the operation of the provincial body.

As is illustrated in Table 11, the active members tended to be, in terms of membership numbers, grouped around small (fewer than 1,000) and large (more than 5,000). In

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[35] Active members consisted of the governing body of each amateur sport of an athletic nature provincially organized and approved by the Society. Associate members consisted of such other organizations who were active in the promotion of amateur sport and approved by the Society (Sport Alberta, By-Laws, 1972:1).

Table 11

Size of Membership and Size of Budget of Members of Sport Alberta

NAME OF ORGANIZATION	MEMBERSHIP SIZE	BUDGET SIZE 1977-78	NAME OF ORGANIZATION	MEMBERSHIP SIZE	BUDGET SIZE 1977-78
ACTIVE MEMBERS					
Weight Lifting	145	18,000	Squash	3,500	7,000
Water Polo	250	3,000	Skiing	6,000	50,000
Speed Skating	250	6,000	Baseball	9,000	45,000
Fencing	250	6,500	Badminton	10,000	14,000
Team Handball	250	45,000	Football	15,000	40,000
Lawn Bowling	281	5,000	Bowling Federation	24,000	NR
Wheelchair Sports	300	NR	Softball	30,000	20,000
Ladies Lawn Bowling	310	3,000	Hockey	60,000	100,000
Baton Twirling	325	3,500	Shooting Sports	100,000	30,000
Water Skiing	354	7,800	Ladies Golf	NR	NR
Boxing	370	80,000			
Cricket	470	6,000	ASSOCIATE MEMBERS		
Archery	500	7,000			
Riflery	500	7,500	Calgary Central YMCA	2,300	600,000
Women's Field Hockey	500	14,000	University of Alberta	2,500	800,000
Ringette	800	5,000	University of Calgary	11,000	500,000
Wrestling	1000	14,000	Drayton Valley		
Canoeing	1500	10,000	Rec. Assn.	11,303	271,465
Volleyball	1500	20,000	Alberta Schools		
			Athletic Assn.	105,000	50,000

addition, their budgets were distinctly variable irrespective of their membership size:

small sports--ranged from $3,000 to $80,000 with a
median of $6,500,
medium sports--ranged from $7,000 to $20,000 with
a median of $12,000, and
large sports--ranged from $14,000 to $100,000 with
a median of $40,000.

Generally the smaller sports dealt with lesser budgets and the larger sports with larger budgets. But there were some notable exceptions: the small sports of Team Handball and Boxing handled $45,000 and $80,000 respectively while the large sport of Badminton managed but $14,000.

The membership sizes of the associate members responding varied substantially and all of their budgets were very large.

Information on the various budget breakdowns of the respondents is provided in Tables 12 and 13. Among the active membership, general administration of the organization was accorded the highest average, however, the expenditure by one respondent of $78,000 and another of $34,000 tended to skew this average positively. Likewise, although travel was accorded the second highest average at $5,870, the expenditures by one member of $58,000 and by a second of $26,000 tended to skew this average in a similar direction.

The paucity of details regarding the budget breakdown of the associate membership and the marked variance in those

Table 12

Budget Breakdowns Employed by Active Members of Sport Alberta

Budget Item	Allocations Mean	 Range
General Administration	$ 8,375	$ 78,000
Travel	5,870	58,000
Player Development	2,478	39,000
Coaching Development	1,087	16,000
Junior Development	1,000	11,000
Facilities Rental	870	20,000
Officials	391	2,000
Promotions	333	3,000
Affiliations	261	3,000
Equipment	174	4,000
Others	542	4,000

Table 13

Budget Breakdowns Employed by Associate Members of Sport Alberta

Budget Item	Number of Respondents	Expenditures
General Administration	4	$ 46,500 53,655 245,000 470,000
Programs	2	11,847 330,000
Travel	2	3,500 100,000
Facilities	2	16,409 188,552
Equipment	1	30,000

allocations identified makes analysis difficult.

In terms of programme and direction, the membership was asked to order their organization's current three most important objectives.

Seven of 33 respondents, or 21.2%, stated that their sport's most important objective was to promote their sport. Six respondents identified a recreation orientation as their sport's most important objective, while five respondents each noted general growth of their sport and elitism as their first objective. Organization and general growth in their activity was identified by seven and six respondents respectively as their second most important objective. And, finally, general growth of their sport or activity was noted by a further six respondents (18.8%) as their third most important objective. From the variety of responses given in this item and the lack of predominance of any one, it can be suggested that sports governing bodies tended to concentrate their efforts around a few, commonly held objectives.

Sixty-two per cent (n=20) of the 32 respondents identified both administration and player development as those things that their organization did best. Leadership and officials development were also noted, each in nine other responses.

At the same time leadership development was identified by 16 of 32 respondents (50%) as that which needed the greatest amount of improvement. Officials development (noted by 14 respondents) and administrative assistance (by 10 respondents) were other areas which were noted as needing greatest improvement.

Sport Alberta - Sport Governing Bodies Interface

The majority of all respondents (18 of 32) stated that they had not used the services of Sport Alberta at any time during the past 12 months. The principal roles that were identified for Sport Alberta were its secretarial and printing services (by five respondents each) while another six respondents claimed that the central sport collective played a role in their organization by providing the Alberta Games programme.

Fifteen respondents stated categorically that Sport Alberta played no role at all in their associations.

It was, therefore, hardly surprising that only 13 of the active members responding (48%) and one of the associate members (20%) stated that they valued their membership in Sport Alberta. The reasons that were given by these members included; 1) fear of being left out, 2) belief/hope that things would change for the better, 3) for the secretarial and printing services available, 4) because the Alberta Games were valuable, 5) to maximize visibility and exposure of their sport across the province, and 6) because sport needed a unifying, coordinating voice.

Yet, fifty-six per cent (n=16) of the 29 active members (and 4 of 5 of the Associate Members) stated that they did not value their membership in Sport Alberta. The reasons given for not valuing membership in the federation included; 1) Sport Alberta did so little, 2) the feeling of better representation on their own, 3) Sport Alberta served no useful function for them, there was no benefit for them, 4) they had no identifiable role, and 5) there was no hope if turmoil continued.

The most oft-repeated suggestions from all respondents as to how Sport Alberta might better serve the membership were in administration, communications, and in funding. Ten respondents (29.4%) called on the federation to provide administrative and technical services that ranged from the provision of more consultation to maintaining a resource library. Improved communications both between sports member bodies and between the central federation and the member association was suggested by nine of the respondents. They called for a regular newsletter and some service which would coordinate the publicity and public relations efforts of all interested members.

Another 23.5% (n=8) of the 32 respondents suggested that their federation could better serve them as a provider of funds and as a source of information of grants that were available to amateur sports bodies.

A full 25% of 32 respondents (n=8) felt that Sport Alberta was not set up to provide financial support for its member organizations and that such a role was the prerogative of the provincial government. In spite of this, 13 of these 32 respondents (40.6%) stated they would like to see their provincial sport federation provide sufficient funds for salaries of professionals in the administration of their sport--most notably for executive and/or technical directors. Reponses from five other members (15.6%) suggested they would like to see Sport Alberta provide financial assistance for team travel.

Goal #1: The Promotion of Amateur Sport in the Province

From the information provided it was suggested that the membership of Sport Alberta felt little or no obligation for helping that body to promote amateur sport (and particularly their sport) in the Province.

Responses to an open-ended question on how to improve communications between the sports and their central federation suggested that the attention be directed all one way, that which Sport Alberta ought to do, as follows: 1) Sport Alberta must show concern for individual organizations, 2) Sport Alberta should answer our correspondence, 3) Sport Alberta should put out a newsletter, 4) Sport Alberta should send their minutes to all members, and 5) Sport Alberta should liaise directly with member organizations, they must come to us. It is interesting that administrators failed to appreciate the two-way dimension in any communications. This failure was reinforced in that 27 (81.8%) of 33 respondents stated they did not send minutes of their meetings to Sport Alberta and 26 of these (78.8%) did not keep Sport Alberta informed of their programmes and projects.

All 34 respondents identified those programme areas which they were unable to enter because of a lack of funds.

Responses were several and varied ranging from, "too numerous to mention" and "facilities," to "research" and "fund-raising." However, those responses which were given by five or more respondents included: 1) team travel to provincial, national, and international competitions (n=20), 2) player development at all levels (n=10), 3) general administration (n=5) and, 4) coaching development (n=5).

And, finally, respondents provided a listing of those services they felt that Sport Alberta ought to provide in promoting amateur sports (Table 14). It is interesting that the most common pleas were for assistance in acquiring a full-time, professional administrator and, generally, in helping the membership to raise funds for sport.

It would appear that the sports governing bodies were so engrossed in resolving the day-to-day administrative problems in their sport that they had difficulty rationalizing any assistance or services they might get from Sport Alberta beyond purely administrative terms. Obviously "promotion of sport" to them implied a facilitated administration so they might better "do their own thing." It would seem that, if Sport Alberta was to publish a provincial newsletter, concentrate some significant effort on communications among members, government, and the public, and make some progress in a fund raising venture, it might well satisfy the demands of the membership in meeting this goal.

Table 14

Programmes and Services Sport Alberta Ought to Provide Members

Programme/Service	Percentage Respondents Indicating	Programme/Service	Percentage Respondents Indicating
Financial assistance for Executive Director	71.0	Maintain provincial sports archives	56.7
General fund raising	71.0	Financial assistance for Technical Director	56.0
Printing and duplicating	67.7	Sponsor provincial competitions	50.0
Maintain resource library	67.7	Financial assistance for operating budgets	46.7
General publicity service	64.5	Bookkeeping advice	45.2
Office space and equipment	63.3	Secretarial service advice	40.0
Publish provincial newsletter	63.3	Financial assistance for provincial coaches	40.0
Sponsor Provincial Games	58.1	Research into sport	35.5
Central registry of resources	58.1	Sponsor Regional Games	32.3
Sponsor players, coaches, and officials clinics	58.1		

Goal #2: To Act as a Forum for the Exchange of Members' Views

Largely because of government funding, Sport Alberta has continued to sponsor an annual meeting of the membership. Almost 60% (n=20) of the 34 respondents in this study stated that they regularly attended these annual meetings--a rather impressive number in view of the difficulties experienced within the upper levels of management of Sport Alberta. However, only six (17.6%) of the 34 respondents indicated that they had ever had one of their numbers elected or appointed to the federation's Board of Directors--and four of these during Sport Alberta's formative years 1971-1972.

When asked to identify in which Sport Alberta programmes the sports bodies may have participated during the previous 12 months, 18 of 34 respondents (52.9%) stated that they utilized the duplicating, printing and dissemination services offered at their federation office. However, a dismal 47% (n=16) of all 34 respondents either failed to respond to this item or stated "none."

It would appear from this information that the sports governing bodies did feel that their getting together was a valuable experience. Whether the motivation for doing so was because it was felt to be professionally stimulating and an opportunity for an exchange of programming ideas, or if it was merely because they were curious to find out what funding or services were going to be made available to them, or whether, knowing that the government was indirectly paying for the meeting and likely to be in attendance, it was felt to be prudent to be there, is not provided here.

Goal #3: To Act as a Liaison with Government Agencies and to Bring Before the Provincial Government Such Recommendations as are Approved by the Society

Sport Alberta's history has been short and, at times, frenetic as it continues to struggle to establish itself as an organization fulfilling members' needs independent from and, yet, complementary to roles and functions of government. And the struggle continues apace.

In this study a full 72% (n=21) of 29 respondents felt that Sport Alberta did not have a role distinct from that of the Sport and Fitness Branch of the government. Yet a request to identify the specific areas of programme where overlap occurred provided precious little insight into the issue. Seventeen (50%) of the 34 respondents failed to give any answer to this item; the other responses were generally that Sport Alberta did nothing or that Sport Alberta didn't know what it was to do.

Programming within a collective such as Sport Alberta is totally dependent upon financing. Where the membership felt that their collective should derive its funding is illustrated in Table 15. The majority clearly felt that the provincial government had a significant obligation to grant operating funds for sport programming. The need for sound liaison between Sport Alberta and government is made more obvious if this is to become a reality.

Table 15

Suggested Sources of Funds for Sport Alberta

Source	Percentage of Responses
1. Grants from provincial government	60.0
2. Membership fees	16.7
3. Corporate sponsorships	13.3
4. Lottery profits	10.0

When asked to rate the job done by Sport Alberta as their liaison with government, 26 of 29 responses (89.7%) stated it was less than adequate or very poor. And a full 93% (n=28) of the 30 respondents felt that they could much more successfully deal directly with government rather than going through Sport Alberta. Comments submitted with responses to this item included: 1) it is faster, less red tape; 2) grants come only from the government so why have Sport Alberta act as a middleman; 3) Sport Alberta doesn't present our views accurately; and 4) Sport Alberta doesn't have the mechanism for this.

From the information gathered it would appear that a very definite and negative attitude prevailed within the membership regarding the collective's performance as liaison with government. Additionally, there seemed to be some substantial confusion about what it was that Sport Alberta was to do (perhaps, as suggested above, because it didn't do anything). What was interesting was the indication by the membership of the desire to have Sport Alberta provide a host of services, services that were either not provided at all or provided only by government. In order for Sport Alberta to provide these services, serious negotiating would have to be undertaken with government to have them both give up some of their current roles and to assist in establishing long term substantial funding for the collective, Sport Alberta.

Goal #4: To Correlate the Efforts of All Amateur Sports Governing Bodies in Alberta in Stimulating Interest in Amateur Sport

It is generally accepted that one of the keys to successfully stimulating interest in any amateur sport is in meeting the need to inform and educate the public about that sport. The vast majority (25 of 34) of respondents in this study noted that they did publish a newsletter and 19 of 24 respondents stated that they felt positive about its usefulness in promoting their sport. However, only 22% (n=6) of 29 respondents had their newsletter printed by Sport Alberta.

In spite of its major problems for the sport federation, the Alberta Games Program had been a most significant factor in stimulating province-wide interest in amateur sport. Twenty-one of the 34 responding organizations (61.7%) indicated that they had participated in the Games Program.

As was reported above, the provision of information about any developments or happenings in the life of the member organization to the provincial collective was not something the members felt in any way compelled to do. They generally failed even to send their meeting minutes to Sport Alberta.

Summary of Perceived Success of Sport Alberta in Meeting Goals

As may be seen from the information above, the membership of Sport Alberta views its collective to have generally failed to achieve any of its stated formal goals. A summary of these data is presented in Table 16.

The federation is seen to have failed to promote amateur sport. As a matter of fact, it could be argued that the federation's turmoil within the Alberta Games issue has been counterproductive in promoting anything positive for sport.

Only in a very guarded way may it be suggested that Sport Alberta has managed to act as a forum of exchange of members' views or in the correlation of efforts to stimulate an interest in amateur sports. Any hints of success in these directions have largely been achieved with the assistance of some other agency (e.g. government) or in spite of the federation.

Table 16

Summary of Members' Perceptions
of Sport Alberta's Successes

Questionnaire Item/ Measuring Goal	Percentage Responses	Questionnaire Item/ Measuring Goal	Percentage Responses
Goal #1: Promotion of Sport		Goal #3: Liaise with Government	
1. Send minutes to Sport Alberta	18.2	1. Distinct role	38.0
2. Keep Sport Alberta informed	21.2	2. Rated role as liaison adequate or better	10.3
3. Lack funds for			
-team travel	29.4	3. More successful on own	93.0
-player development	29.4		
-general administration	14.7		
-coaching development	14.7	Goal #4: Correlate Efforts in Stimulating Interest in Sport	
Goal #2: Act as Forum of Exchange of Members' Views		1. Publish newsletter	73.5
1. Attend annual general meeting	60.0	2. Printed by Sport Alberta	22.0
2. Member on board	17.6	3. Participated in Games	61.7
3. Used some Sport Alberta service in past 12 months	52.9		

Sport Alberta has not succeeded in its goal as a liaison with government on behalf of sport. Relations with government could hardly be worse.

Key Issues and Major Problems Facing Sport Alberta: Possible Solutions

Several concerns were identified by the 29 organizations (85.2%) responding to this item as being key issues or problem areas facing Sport Alberta. As well, the respondents provided their various suggestions for solutions to these problems. An analysis of both sets of responses is presented in Table 17.

The first concentration of major problems focused on the lack of sound management emanating from the federation's office, its Managing Director, and the board of directors. The membership was evidently abundantly aware of the serious conflict at the management level between the board and the erstwhile Managing Director. At least ten members expressed their concern over the very serious shortcomings in management services that this conflict no doubt caused. A second problem identified by seven respondents noted the woeful lack of communications and almost total lack of contact between the federation and its membership.

A lack of positive relations with government was the second focus of identified key issues. Seven of the 29 respondents noted both a total lack of support from government and, conversely, the federation's poor efforts in liaising with government. It was suggested that one symptom of

Table 17

Key Issues and Major Problems Facing Sport Alberta: Possible Solutions

Key Issues and Problems	Possible Solutions
1) Bad Management:	
- internal strife between Board and Executive Director	- hire professional, competent, committed, executive director, ensuring he is clearly employee of Board
- Ron Butlin	- fire Ron Butlin
- ineffective leadership	- get strong board, set sound policies
- dreadful communications	- regular communications between members and board; hire P.R. person
- lack of planning	- multi-year planning
- everything spent on administration	
2) Lack of Positive Relationship with Government:	
- non-support by government	- seek strong endorsation
- duplication of effort	- clearly define areas of responsibility
- poor liaison with government	- approach government with solid programme
- Sport Alberta not independent	- reduce political influence
- lack of finances	- increase financial support
3) Generally:	
- no credibility	- establish liaison program
- no goals, objectives, purposes	- redefine aims, goals
- just another middle man	
- while concept in error; an umbrella organization cannot serve any one member well	- disband federation altogether: replace with Crown Corporation of all services to sport, responsible to Minister
- need provincial games	- return Games to Sport Alberta
- apathy in members	- meet with all members to determine if and how federation might continue

these poor relations was the lack of funds that confronted the sports collective.

Thirdly, Sport Alberta's problems were seen to center around a more philosophical concern regarding the very reason for its existence. Reference was made by eight respondents to the federation having no observable goals, objectives, or purpose. It was suggested that, without these, the federation could not justify its existence. Four organizations stated that the collective had no credibility with its membership; it did so little and, at best, was nought but another "middleman." And two other respondents advanced the notion that the whole concept of a sport federation was in error; that without the Alberta Games programme, Sport Alberta had nothing to do.

The various solutions proffered by the membership were grouped into the same categories used in the presentation of major problems confronting the federation.

Seven respondents suggested that the collective must acquire a new, strong Board which would set sound operating policies. Six others suggested the immediate hiring of a competent, full-time executive director ensuring that he was committed to the concept of the sports collective and clearly understood his role as employee of its Board of Directors.

Four respondents offered an increased level of financial support from government as a solution to Sport Alberta's problems. Four others urged a strong endorsation by government for Sport Alberta and three respondents suggested that government clearly define its attitudes and programmes in relation to amateur sport. Finally, two respondents suggested that Sport Alberta approach government with the outline of a solid programme in order to create a positive relationship between the two agencies.

The most repeated suggestion (offered by eight respondents) to solve Sport Alberta's problems was to redefine its goals, aims, and objectives. Four members urged a meeting of all of the amateur sports bodies to determine if and how Sport Alberta might continue to function and to give some direction for its future. Five respondents suggested that Sport Alberta be disbanded, to be replaced by a crown corporation effectively coordinating the current several agencies servicing amateur sport throughout the province.

Summary of Sport Alberta

Sport Alberta was an organization reeling from the incredible trauma of a long and bitter conflict with its Managing Director. It was seen to suffer greatly from the subsequent loss of government support and the Provincial Games programme. It continued to experience an extraordinary difficulty in any recovery. The membership (and government?) expressed little confidence in Sport Alberta and were torn between whether or not to put the federation to rest as a lost cause or to embark on a very careful and cautious rejuvenation.

The member organizations continued to operate somewhat removed from their federation. Generally they viewed their goal as promotion and growth of their sport and felt that they excelled at administration and player development. Areas of greatest need were in obtaining volunteer leaders, officials, and administrative assistance. The members generally did not use Sport Alberta's services nor did they value their membership in the federation.

Sport Alberta had a very limited function in the operation of provincial sports governing bodies. What assistance in goods and services that were received by the sports generally came from sources other that Sport Alberta. The respondents suggested that Sport Alberta did little or nothing in the promotion of sport, liaised very poorly indeed with government, and failed to correlate efforts of the members to stimulate interest in amateur sports. Sport Alberta's (or government's?) efforts in bringing the sports bodies together annually were relatively successful but little else was initiated by Sport Alberta in the way of providing a forum for the exchange of members' views.

The problems facing Sport Alberta were essentially in management, liaising with government to rationalize respective functions, and in re-evaluation of aims and objectives and the basic philosophy of such a provincial collective for amateur sport.

SASK SPORT

Demographic Information on Member Organizations

The survey was disseminated to the 60 active members and 14 associate members[36] of Sask Sport (Sask Sport, Membership List, 1977). Forty-one of the active members (68%) and seven associate members (50%) responded to the questionnaire.

Although the questionnaire was in each case sent to the current Presidents of the associations, six of the respondents were Secretary-Treasurers, two were Executive Directors, one was a Past-Chairman, one a Vice-President, one a Secretary, one a Treasurer, and two held positions labelled Director of Liaison with Sask Sport. The mean term of office of all respondents was 2.79 years while 15 of them reported that they were in their first year in office and two others noted their tenure at 11 and 12 years. This suggested that the respondents generally were knowledgeable about the operation of their provincial body.

As is illustrated in Table 18, 28 of the 41 active members (68.2%) who responded in this study tended to be, in

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[36] Active members are those associations which govern the circumstances of a particular sport activity and are the Provincial Authority recognized by their national sports governing body. Associate members are those Provincial Agencies who administer, program, and/or provide service to one or more sports and who are not the recognized Provincial Authority for a particular sports activity or those who operate or program sports activities but who are not the recognized Provincial Authority for a particular sports activity (Sask Sport, Bylaws as amended, 1977:1).

Table 18

Size of Membership and Size of Budget of Members of Sask Sport

NAME OF ORGANIZATION	MEMBERSHIP SIZE	BUDGET SIZE 1977-78	NAME OF ORGANIZATION	MEMBERSHIP SIZE	BUDGET SIZE 1977-78
ACTIVE MEMBERS					
Squash	10	300	Ringette	1,500	3,000
Baloon Group	25	12,000	Ladies Golf	1,500	12,000
Cycling	35	4,000	Track & Field	1,540	97,240
Orienteering	50	2,500	Horse Federation	2,000	12,000
Cricket	60	4,500	Football	3,000	12,000
Diving	75	10,000	Soccer	3,397	51,120
Field Hockey	80	19,183	Ski	4,000	103,000
Skeet Shooting	100	1,500	Basketball	9,600	54,000
Racquetball	125	5,000	Ladies Curling	11,148	20,000
Horseshoe Players	149	2,100	Figure Skating	11,250	58,700
Riflery	166	8,500	Curling	19,104	55,500
Handgun	175	3,500	Hockey	20,000	80,000
Trapshooting	200	10,000	Bowling Federation	35,000	100,000
Teem Handball	210	26,852			
Ladies Lawn Bowling	230	3,385	B. ASSOCIATE MEMBERS		
Small Bore	260	6,000			
Water Polo	300	5,000	Fed's Silent Sports	35	NR
Archery	350	10,000	Recreation Society	110	NR
Lacrosse	355	5,000	Special Olympics	517	40,000
Lawn Bowling	365	3,760	SHSAA	30,000	70,000
Water Ski	400	18,000	Red Cross Water Safety	50,000	75,000
Sailing	450	12,000	Metis Society	80,000	NR
Boxing	483	25,000	Dairy Producer's Fndn.	10 Ass'ns	NR
Synchronized Swim	500	10,000			
Wrestling	500	25,000			
Broomball	794	20,000			
Badminton	850	38,000			
Judo	950	1,200			

terms of membership, small in size (fewer than 1,000). Even more noteworthy was the fact that 25 of these 28 organizations stated that their total memberships were 500 persons or fewer. Seven respondents noted their membership of intermediate size (1,000 to 5,000) while the remaining six respondents claimed membership in the large category (more than 5,000).

A similar sort of analysis of the respondents who were associate members of Sask Sport was not appropriate. For example, the Dairy Producer's Foundation stated that their membership was "10 associations"; the Federation of Silent Sports acknowledge 35 deaf athletes; whilst the Metis Society of Saskatchewan claimed 80,000 persons in the province who were of Metis ancestry.

For active members, their budgets were distinctly variable irrespective of their membership size:

small sports--ranged from $300 to $38,000 with a median of $7,250,

intermediate sports--ranged from $3,000 to $103,000 with a median of $12,000, and

large sports--ranged from $20,000 to $100,000 with a median of $57,100.

It was noteworthy that the budgets of Badminton (a small sport) at $38,000 and Ski (an intermediate sport) at $103,000 tended to positively skew any averaging of the budgets within the respective categories of membership size.

Since four of the seven associate members responding failed to provide information on their budgets, no such similar analysis in this category was undertaken.

Information on the various allocations within the budgets employed by the membership of Sask Sport is provided in Table 19. On average, staff salaries ($4,621), team travel out-of-province ($3,695), and general administration ($2,463) were accorded the greatest amounts among the active members. However, 65% (n=27) of these 41 respondents stated that they apportioned no part of their budget to staff salaries and the expenditures of $28,000, $29,000 and $33,000 respectively by three members tended to skew this average positively.

The obvious differences in the basic nature of the organizations which made up the associate membership, no doubt, accounted for their greatest average allocations to such budget items as staff salaries ($14,000) and general administration ($6,666), as well as hosting events ($4,000) and in-province meetings ($3,916).

The three principle sources of budget revenues of the active membership responding (n=39) were identified as government grants via the Department of Culture and Youth, Sask Sport Trust, and from their own membership registrations. These totalled respectively 26.8%, 25% and 21% of total budgets. Associate members (n=7) responded that their funding came largely from "other sources" such as fund raising, other government sources, and fees for service (26.7%). Membership registrations accounted for an average of 21.8% of budgets and Sask Sport Trust provided 18%.

Table 19

Budget Breakdowns Employed by Active and
Associate Members of Sask Sport

	Allocations			
	Active Members		Associate Members	
Budget Item	Mean	Range	Mean	Range
Staff salaries	$ 4,621	$ 33,000	$ 14,000	$ 40,000
Team travel out-of-province	3,695	17,000	500	3,000
General administration	2,463	20,000	6,666	20,000
In-province meetings	2,048	25,000	3,916	10,000
Hosting competitions	1,902	20,000	4,000	16,000
Coaches upgrading	1,731	15,000	833	4,000
Officials upgrading	1,268	14,000	666	3,000
Special equipment	1,048	12,000	166	1,000
Executive travel	1,024	10,000	1,416	5,000

From the information provided it was suggested that, generally, the provincial sports bodies which comprise Sask Sport's membership had neither sufficient size nor financial resources to warrant the management of their association by professional personnel. However, six of the active and two of the associate members responding noted that they hired administrative personnel on a full-time basis, labelling these persons as executive or technical director or executive secretary. Typists were the most common part-time position to be filled by all the members responding. Four associations noted that they hired one part-time typist while one respondent (Ladies Curling) noted that they hired three such typists. Seven of the active members stated that they hired full-time provincial coaches.

In terms of programme and direction, the membership was asked to order their organization's three most important objectives. Twenty-four of 41 respondents (58.5%) stated their most important objective was to promote their sport. With this singular exception, the responses to this item varied substantially and tended to concentrate around a few, commonly-held objectives. Increased participation (by six members) and a concern to develop the provincial organization (by three members) were also offered as most important objectives.

Coaching leadership and promotion of their sport were identified by eight and six respondents respectively as second most important and the provision of competitions and coaching leadership were recurring third most important objectives.

Those things which the membership stated that their organization did best or second best included administration and player development (by 17 and 13 respondents respectively). Additionally, 19% of all respondents stated that they managed coaching development second best.

However, this degree of similarity between active and associate members was not evident in their perceptions of their organization's greatest needs. Active members stated their greatest needs in terms of people, their acquisition and development. Fifteen of 41 members (39%) identified their need for volunteer workers and leaders; coaching development was noted by nine of all respondents; and player development by six. Officials development was added to the list as needed second most by 9 of 41 respondents.

Associate members stated that their greatest needs included administrative skills and fund raising (each by two of these repondents). They did add a need for more volunteer workers as their second-greatest need.

Sask Sport - Sport Governing Bodies Interface

The membership of Sask Sport suggested that they have had a long-standing loyalty to their provincial sport federation. An impressive 38% (n=18) of all 48 respondents stated that their organization had been a member in Sask Sport the full six years of its existence and 32 respondents (66.7%) claimed membership for at least four years.

Far and away the most common reason given for joining the collective was reported by 60% (n=27) of 45 respondents to be to obtain funds being made available via Sask Sport grants. Fourteen associations (31%) identified the several membership services that were available as one of their reasons for joining while a desire to be affiliated with a group which assisted amateur sport was noted by 17.7% (n=8) of these respondents.

Thirteen of 43 respondents (30.2%) stated that one of their numbers had been on Sask Sport's Board of Management. Generally this service was evenly distributed over the six year life of the collective. Similarly, 36% (n=17) of 47 respondents noted that one of their numbers had, at some time, served on one of Sask Sport's committees, Ten of these stated that they had served on the Trust, and two each on the Lottery and Programme committees. The remaining three failed to identify on which committee they had served.

Seventeen of the 48 respondents (35%) acknowledged that they maintained an office for their sports organization. Ten of these noted that theirs was situated in the Saskatchewan Sports and Recreation Unlimited (S.S.R.U.) Administration Centre in Regina while two claimed they operated their sports office from another building in the city. The rest of the respondents stated that their sport had no office and/or operated its affairs from the home of one of their executive members (usually the President or Secretary-Treasurer).

The membership was questioned on its opinions of the mutual impact between themselves and their sports federation.

In response to an open-ended item requesting respondents to identify the particular role Sask Sport played in their organization, members listed an array of such roles and functions. Largely that part or role was noted by some particular Sask Sport programme in which the responding organization had participated, e.g. ". . . advisory role in restructuring our organization in the administrative seminars." Or it was some particular grant that the organization had utilized, e.g. ". . . team travel grants enabled us to send our best athletes out of province."

Assistance in financing was the role identified by 30 of 42 respondents (71%) while the various administrative services provided by Sask Sport was noted by 43% (n=18) of the members. Yet, as an interesting aside, eight of the 42 respondents (19%) claimed that Sask Sport had played no part at all in their organization.

The membership was asked to assess the contribution they felt that their association made in the direction of Sask Sport. Most (n=26) stated that their organization made hardly any or no contribution at all. Yet, 17 members stated that they felt they made some contribution and three even noted their contribution as "major."

An open-ended item requesting that respondents identify ways in which Sask Sport might better serve their needs resulted in an extensive listing of suggestions. Twenty-five per cent (n=9) of 36 respondents stated that they were satisfied with the services provided by their collective. Very few of the responses were broad and general, such as ". . . recognize our special problems that require special solutions" and ". . . more assistance as we develop." Most were very specific in identifying the changes that would benefit their organization. Individual suggestions included such things as ". . . give more time at annual meetings for interaction between members" ". . . permit us to maintain our office staff in some place other than Regina," and ". . . help us to buy specialized equipment."

But some suggestions were, indeed, oft repeated. Fifty per cent (n=18) of all respondents suggested their organization's needs could better be met in some aspect of grants or financial management. These included such things as;

a) more flexibility in grant criteria (e.g., grant for half-time executive director),
b) more information on grants,
c) need access to grants sooner in our stages of development,
d) raise the level of support for executive directors from 75% to 90% of their salary,
e) initiate a grant for athlete development,
f) fund-raising help,
g) grants for part-time assistance and,
h) need help to enable us to get professional staff.

Another six responses focused on the need for improvements in general public relations in support of sports. And a third concentration (six respondents) was observed in a stated need for improved liaison between Sask Sport and the member associations.

Overall, the organizations which made up Sask Sport's membership were extremely supportive of their federation. Forty of 41 responses (97.5%) from the active members stated that they valued their membership in the central federation. The lone dissenter was an organization with very few members and which claimed that, during their two-year affiliation with Sask Sport, any benefits accruing to them were but negligible. Four of the seven associate members (57.1%) stated they valued their membership, however, the dissenting three failed to provide any reasons for this opinion.

The most oft-reported reason for valuing membership in the collective--and by all respondents--was, predictably, their access to financial assistance from Sask Sport grants. Yet, of equal critical interest is the observation that 20 respondents stated that they valued the administrative services they received and 12 others noted their desire to be a part of such a group working for amateur sport and sharing with other sportsmen.

Goal #1: To encourage and promote sports

The membership was asked its opinion of why Sask Sport was ever created in the first place. Understandably, a host of opinions were provided. A couple, more caustic and critical, suggested that the collective was created because the provincial government wanted it and for but one reason, to legitimize the lottery operation in Saskatchewan. However, all other opinions tended to center around four reasons;

1. to assist in the development of all sport by serving common needs,
2. to assist in the financing of amateur sports,
3. to create one voice for sport in the province and,
4. to provide assistance in the administration of sport.

The membership felt that Sask Sport's current goals were, generally, unchanged from when the federation was formed. Nineteen of 42 respondents (45.2%) stated that Sask Sport's goals were in the coordination of promotion, development and upgrading of all amateur sport in Saskatchewan. The provision of funding for sports was noted by thirteen members (30.9%) and the provision of administrative services and consultation was suggested by ten (23.8%) of these respondents.

There was substantial agreement among all of the respondents in the identification of what it was that Sask Sport actually did currently. Although the responses to this open-ended item were several and varied, they did tend to concentrate around three functions: the provision of a variety of administrative programs to assist and benefit all sports (mentioned by 32 of 48 respondents), the administration of the lottery and the provision of funding to the sports bodies (identified by 24), and their role as a united voice for sport and liaison with government (by eight).

In an effort to obtain a more detailed analysis of the use made of the various Sask Sport programmes, the members were asked to identify those in which their organization had participated. As is illustrated in Table 20, at least 25% (n=9) of 36 active members responding reported their participation in five of the nine programmes offered by the collective, with the calendar of events (publicity), distributor of lottery tickets (fund-raising), and administrative seminars the most popular.

Table 20

Percentage Participation in Sask Sport Programmes

	Percentage Participation	
Programme	Active Members (n=36)	Associate Members (n=6)
Calendar of events	55.6	33.3
Distributor of lottery tickets	44.4	33.3
Administrator's seminar	30.6	16.7
Members liaison	27.8	16.7
Sask Action	25.0	0
Accounting service	16.7	0
Administrative advisory service	16.7	16.7
Treasurer's seminars	13.9	16.7
Central registry	8.3	0

Seventy-two per cent (n=34) of 47 respondents stated that their organization published a newsletter. Generally, the comments describing its usefulness as a vehicle of promotion for their sport were positive. Fifteen of 38 respondents (39.4%) described theirs as excellent, great, very good, very fine, or useful; while another seventeen respondents (44.7%) claimed that theirs was most valuable in promoting their sport and in keeping their membership informed.

One of the most successful programmes undertaken by Sask Sport to encourage and promote all sports was in its sponsorship of annual gatherings of its membership. The expression of very high levels of support for the collective stated above, were evidenced in complementary high levels of attendance at these annual gatherings. Thirty-nine of all 48 respondents in this study (81.2%) stated that they regularly attended Sask Sport's Annual General Meetings each spring held in Regina and 30 of 48 (62.5%) noted their attendance at the Fall Conference held in Saskatoon.

Only 21 of the 48 member organizations (43.7%) stated that they sent copies of their minutes to Sask Sport. And, yet, the majority of these repondents (n=30) expressed their confidence in their keeping the central collective informed of their programmes. When asked to rate communications between their organization and Sask Sport, 39 of 48 respondents (81.2%) rated them as "adequate" or better. (As a point of fact, 27% (n=13) judged this communication to be "very good").

Goal #2: To act as a single, representative voice of amateur sport in dealings with government

The Saskatchewan Summer and Winter Games are programmes of the Department of Culture and Youth of the provincial government. Yet their organization and management (and with the significant input of the advisory Saskatchewan Games Council) are acknowledged to be very much a cooperative venture between the government and Sask Sport (supra, p.225).

Thirty (73%) of the 41 respondents in the active membership category stated that they do participate in the programme of provincial summer and winter games. To date, the events in these games have not been appropriate for any of the associate members. The most common reasons given by those active members for not being on the games programme were that their sport was new, facilities were limited, or that they weren't yet interested to participate.

Unlike their sporting colleagues in the province immediately to the west, the membership of Sask Sport expressed no doubts about the distinction in roles between the provincial government and their own collective efforts in the sports federation. Forty-two of 46 respondents (91.3%) stated that, in their opinion, Sask Sport played a role in the amateur sport scene in the province that was clearly and distinctly different from the role played by the government's Department of Culture and Youth.

The very few critics suggested that a degree of overlap existed in parallel programmes and services, in structure and liaison functions, and that they both sought to accomplish the same ends. One suggested that these two sources of funding for sport be combined into one and administered by Sask Sport. Another noted what they perceived as an undue influence exerted by the Department of Culture and Youth in the management of Sask Sport.

However, when asked to rate the job done by Sask Sport as the single voice of amateur sport in Saskatchewan, 83.3% (n=35) of 42 respondents rated it as adequate, more than adequate, or very good.

Goal #3: To raise money for sport

The successes enjoyed by Sask Sport's Lottery Authority in the generation of funds for sports from the administration of the various programmes of the Western Canada Lottery Foundation (Saskatchewan Division) have been well documented (supra, Chapter VI). Certainly substantial sums accrued to sports groups as sales commissions and even greater sums, as net profits, were deposited in the Sask Sport Trust Fund. These were to be disseminated to provincial associations as grants for various expenditures and projects.

Goal #4: To funnel this money back to sports, recreation, and culture groups

Since the subject of this present study dealt only with the central collective, Sask Sport, and its active and associate membership, data on the type, number, or size of grants made from the Sask Sport Trust Fund to culture and recreation groups were not available. By legislation, the lottery profits managed by the Trust Fund were divided on a ratio of 50% to Sport, 40% to Culture, and 10% to Recreation (supra, p.

Sask Sport's membership were asked to identify which grants their organization had received from the Trust Fund. As is illustrated in Table 21, four grants were identified as most popular with the active members; Delegates to National Meetings grant, Team Travel Out-of-Province grant, Coaches and Officials Upgrading grant, and the Uniform Assistance grant.

Somewhat similarly, the associate members noted that their three most popular grants were the Delegates to National Meetings grant, Team Travel Out-of-Province grant, and Uniform Assistance Grant.

Summary of Perceived Success of Sask Sport in Meeting Goals

As may be seen from the information above, the membership of Sask Sport views its collective as very much a success in meeting all of its stated formal goals. A summary of these data is presented in Table 22.

Sask Sport is seen to be doing an excellent job in encouraging and promoting amateur sports. The federation is particularly effective in an interchange of dialogue and information between the members and the central office. Sask Sport programmes are reasonably well attended but some effort must be continued in making these services attractive and

Table 21

Trust Fund Grants Received By Sask Sport Members

Trust Fund Grant	Active Members		Associate Members	
	Number	Percentage Respondents	Number	Percentage Respondents
Delegates to National Meeting	35	89.7	4	57.1
Team Travel Out-of-Province	34	87.2	2	28.6
Officials/Coaches Upgrading	24	61.5	0	0
Uniform Assistance	23	59.0	2	28.6
Pilot Special Projects	6	15.4	1	14.3
Aid to Athletes	5	12.8	1	14.3
Executive/Technical Director	4	10.3	0	0
Special Equipment	4	10.3	0	0
Administrator/Volunteer Upgrading	4	10.3	1	14.3
Research	1	2.6	0	0
Others	1	2.6	0	0

Table 22

Summary of Members' Perceptions of Sask Sport's Successes

Questionnaire Item Measuring Goal	Per Cent Response	
Goal #1 Encourage, promote sports		
1. Why SS created? Focused on;		
- serve common needs		
- provide financial aid		
- act as a single voice		
- provide admin. assistance		
2. Current goals of SS		
- promote, upgrade all sport	45.2	
- provide funds	30.9	
- admin. services	23.8	
3. What does SS do		
- admin. services	66.7	
- run lottery, provide funds	50.0	
- united voice to govt	16.7	
4. Most popular SS programmes	Active	Associate
- calendar of events	55.6	33.3
- distributor lottery tkts	44.4	33.3
- admin seminar	30.6	16.7
- member liaison	27.8	16.7
5. Publish newsletter	72.0	
6. Attend AGM	81.2	
7. Attend Fall Confrnc	62.5	
8. Keep SS informed	62.5	
9. Send mins. to SS	43.7	
10. Rated comms adequate or better	81.2	
Goal #2 Single, rep. voice to govt		
1. Participate in Sask Games	73.0	
2. Distinct role	91.3	
3. Rated job as liaison adequate or better	83.3	
Goal #3 Raise money for sport		
1. Administer lottery	Yes	
Goal #4 Funnel money back to sport		
1. SS grants	Active	Associate
- del. to nat'l mtg	89.7	57.1
- team travel	87.2	28.6
- coach/off upgrading	61.5	0
- uniform assistance	59.0	28.6
- spec. pilot projects	15.4	14.3
- aid to athletes	12.8	14.3
- ex-tech directors	10.3	0
- spec. eqpt.	10.3	0
- admin/vol. upgrade	10.3	14.3
- research	2.6	0

feasible to all organizations.

As a single, representative voice liaising with government and in raising money for sport, the federation is without peers. The membership views the collective as an unqualified success in each of these goals.

A significant amount of monies is returned to the membership via the Trust Fund grants. However, several grants are not available to a substantial portion of the membership and they and their criteria need to be reviewed.

Key Issues and Major Problems Facing Sask Sport

From the information preceding in this chapter, it could be argued that the membership of Sask Sport was both aware and supportive of the developments of their sports federation and keenly interested in the impact of these developments on their own organization. As evidence of this, 72.9% (n=35) of the 48 respondents provided an abundance of what was perceived to be key issues and major problems confronting Sask Sport.

To facilitate analysis, these responses were grouped under appropriate headings as is illustrated in Table 23.

1. Administration. The greatest number (26) of respon-responses identified major problems concentrated around matters of administration of the collective. Some were stated as general concerns of the central office growing too large or of perceived internal jealousies among the member organizations. However, seven respondents claimed that Sask Sport was paying

Table 23

Key Issues and Major Problems Facing Sask Sport

1) Administration:
   - Sask Sport getting too big, Lottery and Trust independent?
   - too much attention to team sports; don't listen to us little guys
   - need better definition of member; of sport; of recreation
   - some sports too fragmented; water sports, gun sports
   - too many groups to be effective to any one
   - coordination weak, staff over extended
   - need to clarify goals, objectives
   - develop programmes members will use
   - sort out priorities in support for members
   - upgrade coaches and officials
   - need more research
   - internal jealousies among members

2) Finances:
   - help sports develop self-sufficiency
   - too dependent on government
   - surplus funds building up
   - control administrative costs
   - how to equalize benefits to all sports
   - review grants criteria
   - alter redistribution formula (50:40:10)
   - lack of funds
   - low priorities for our requests
   - members must sell more lottery tickets

3) Relations with government:
   - dependency on government for lottery
   - inordinate pressure from government
   - politics, can't afford empire building
   - intervention into provincial scene by federal government
   - conflict between Games/non-Games sports

4) Promotions/Media relations:
   - need better publicity and relations with media
   - must promote Sask Sport better, not an arm of government
   - must let people in Saskatchewan know of benefits, especially in smaller towns

5) Communications:
   - how does board get feedback from members
   - develop better liaison relations with members
   - how to communicate with volunteers

6) Personnel:
   - conflict developing between volunteers and professionals in sport
   - lack of volunteers in leadership
   - need General Manager to coordinate three arms of Sask Sport

too much attention to the big (team) sports and not √ enough to the small members. Others noted that Sask Sport suffered because it was made up of too many divergent groups and a membership itself fragmented, e.g., water sports, gun sports.

More philosophical concerns were cited by three respondents. They claimed that the federation's definitions of a member, of sport, or of recreation were weak and that it must clarify its goals and objectives in more practical terms.

Finally, problems in programming centered on upgrading of coaches and officials, more research, and on programmes that the members would use.

2. Finances. Thirty-seven per cent (n=13) of the 35 respondents suggested that the federation's major problems focused on matters financial. Two members each noted a general shortage of funds, another that the membership didn't sell enough lottery tickets, and another that the federation had to attend to equalizing financial benefits to all sports bodies.

One very wise respondent cited the buildup of approved and allocated but unclaimed and unspent grant monies as a serious problem confronting the federation. Two responses noted that the administrative costs within the central office had to be better controlled.

Three respondents stated that the federation had to make every effort to reduce its dependency on government and to assist member sports bodies to become more self-sufficient financially. And, finally, one respondent noted that the federation must alter the distribution formula for profits made by Sask Sport's Lottery Authority to 50% to Sport, 40% to Recreation, and 10% to Culture.

3. Relations with government. Ten of the 35 responses (28.5%) centered around Sask Sport's relationships with government. Three respondents each cited a major problem in the inordinate pressures exerted by government on the board of the sports federation and on Sask Sport's dependency on government. Two members noted federal government intervention into the provincial sport scene as a major issue facing Sask Sport.
4. Promotions/Media relations. Six responses claimed that Sask Sport had a major problem in the area of promotions and relations with the media. Three of these claimed that the federation did not exert enough effort to let the people in Saskatchewan know about the benefits to be gained from their association with Sask Sport.
5. Communications. Only five members noted that communications was a major problem facing the federation. Three cited a poor liaison programme with the member associations. One interesting response noted the

difficulty that the central collective endured in obtaining regular feedback from the membership.

6. Personnel. Four responses centered on problems the federation faced in the area of personnel. Three of of these identified the problem as simply a shortage of good volunteers. One other cited the growing difficulties developed between the professional, full-time administrators and the volunteers in the collective as a major issue for Sask Sport.

Possible Solutions to Major Problems Facing Sask Sport

Twenty-eight of the 48 members (58.3%) who participated in this present study were every bit as effusive in offering suggestions for possible solutions to the problems which they had seen confronting their federation. A tabulation of these suggestions is presented in Table 24. The suggestions were, indeed, several and varied and few were advanced by more than two of the respondents.

1. Administration. As in the identification of problems confronting Sask Sport, recommended solutions which centered in the administration in the collective were provided most frequently by members (21 of 28). In terms of roles and functions, two respondents urged that the Lottery Authority and Trust Fund Committees be more accountable to the Board of the collective. One even suggested it was time to hire a General Manager who would coordinate the efforts of all three functions within Sask Sport--Lottery, Trust and

Table 24

Possible Solutions to Major Problems Facing Sask Sport

1) Administration:
   - make Lottery and Trust more accountable to Board
   - better liaison with members, listen to them
   - categorize members differently, review criteria
   - consolidate some sports
   - limit membership, define sport and recreation
   - clarify objectives, maintain current goals
   - focus on programmes; results network, grass roots in smaller centres, workshop on conflicts
   - hire General Manager to coordinate three arms
   - more space for offices, printshop

2) Finances:
   - seminar to share successful fund raising ideas
   - spend all monies available
   - assure executive director grants for three years
   - individualize grants; specific grants for specific needs
   - alter grant criteria; closer to costs
   - spend more on developmental programmes
   - alter allocation so Recreation gets 40%
   - ensure all funding comes via Sask Sport
   - more funds for research

3) Relations with government:
   - clarify better roles of Sask Sport, Culture and Youth, and SSRU
   - government people not automatically committee members
   - be a watchdog on federal government
   - advise government more

4) Promotions/Media relations:
   - cultivate/hand feed media
   - launch a better campaign

5) Communications:
   - diligently keep members informed

6) Personnel:
   - more staff for sports bodies
   - training programmes, incentives to get more volunteers
   - upgrade officials and coaches
   - more full-time consultants on Sask Sport staff

Programme. Suggestions to attend to programmes (both new and current) were offered in four responses. Three urged better liaison with member organizations, another urged the federation to heed the complaints and criticism of those members. New programming initiatives were recommended as solutions for Sask Sport. Those highlighted included a results network, grants for real grass roots development in the smaller cities and towns, and a continuing workshop on conflicts within the federation.

One respondent expressed the suggestion that Sask Sport clarify its objectives while maintaining its current goals. Three other responses urged respectively a redefinition of membership, some form of consolidation of similar sport activities into a single membership, and the placement of some arbitrary limit on membersip in the federation.

2. Finances. Recommendations for solutions to problems in the financial dimension were offered by 43% (n=12) of the 28 responses. Some urged straightforward action such as spending all the money available or allocating more for research into sports. But two responses asked that the federation alter the criteria for the grants programme to provide a higher percentage of actual costs to the organizations. In addition, they urged that the Executive-Director grants be guaranteed in some way for at least three

years in order to engender stability within their organization.

One member suggested that the federation ought to spend more money on programmes to encourage the development of sports bodies. But, a most interesting recommendation was that the federation reconsider its policy of establishing grants that are exactly the same for every member. The suggestion was made that the membership of the collective was so varied and individual, that the granting criteria should reflect these differences. It was noted that, only in this way, might the peculiar needs of the smaller sports (in structure and in programming throughout the province) ever hope to be assisted.

3. Relations with government. Only five responses suggested solutions to any problems in relations with government. One respondent urged a clarification of the interaction of functions and responsibilities of the Department of Culture and Youth, Saskatchewan Sports and Recreation Unlimited, and Sask Sport. Among other recommendations, it was noted that, while a close interaction between Sask Sport and government was essential, the government should not presume to automatically be members of Sask Sport committees.
4. Promotions/Media relations. Few recommendations for possible solutions were offered in the area of promotions and relations with the media. One response

urged a better publicity campaign to "sell" Sask Sport and its membership; another suggested that the federation must be patient and persevere in cultivating some established support within the various media.

5. Communications. A single suggestion urging the federation to keep members informed of programmes and policies was offered by three different respondents. This request was stated to be of particular importance if changes in policies were to affect grants on which the member association depended.
6. Personnel. Suggestions in 7 of the 28 responses (25%) focused on the problems of personnel. They noted that the federation needed more staff because it was being overextended in meeting the demands of the membership. At the same time, the sports bodies were acknowledged in need of similar staffing assistance and the collective was urged to attend to this need. Two respondents urged training programmes for volunteer administrators while another suggested consideration of an incentives programme to attract and maintain these necessary leaders in the organization.

Summary of Sask Sport

Whilst Saskatchewan was the last province in Canada to establish a provincial sports federation, it was seen to have launched one of the most successful operations of its kind in Sask Sport. In its very short life span, this federation was seen to be enjoying considerable successes and had attained a most prominent position in the sports system of the province.

Unquestionably, these perceptions of success have been closely linked with the significant decision to have Sask Sport assume the administration of the province's participation in the Western Canada Lottery Foundation. The federation took on the heavy responsibility of the dual roles of both administering the lottery operation--with its singular goal to make money--and the more politically onerous task of ensuring that the lottery profits were disseminated equitably to sports, culture, and recreation groups.

Profits have been substantial. The sports federation has not only been scrupulously honest in its management task but has been seen to have been above reproach in those roles. Understandably, the relationship between the government and the federation has been extremely close and mutually supportive. Sport in Saskatchewan has enjoyed considerable envy across the country due to the government's decision to disseminate 50% of lottery profits to them. The benefits to the federation and its membership have been notable. Sask Sport was viewed to be on a very high roll of success.

The majority of the sports organizations comprising Sask Sport were small in size. Yet the total of registered athletes and officials among the active members constituted 15% of the province's total population. When this was supplemented by the given membership figures of the associate member organizations, the percentage rose to more than 31%.

The membership generally received equal percentages of their budget (25%) from direct government grants and from Sask Sport Trust Fund. The remaining 50% was obtained from registrations and their own fund raising.

The membership sought to promote their sport and to provide coaching and leadership. They stated that their greatest successes were in administration and player development.

People needs were most common among the membership and particularly in the acquisition and development of volunteer leaders.

The membership of Sask Sport demonstrated a very high order and an enduring loyalty to the collective. Ninety-seven per cent of active members stated they valued their membership in the federation. They were more evenly distributed on their perceptions of the contributions they felt that their organization made in the direction of the federation with half feeling they made some or a major contribution and 50% feeling they made no contribution.

Almost 50% of items included on a listing of ways in which the federation could better meet their needs were dealing with concerns over grants and grant criteria.

A high level of congruence was observed between members perceptions of why Sask Sport was created in the first place, what its current goals were, and what the federation was actually doing. These were seen to be promoting, developing, and upgrading sports, providing administrative and consultative services, raising funds, and acting as the united voice of sport with government.

At least 25% of the membership utilized five of the nine programmes provided for them (Calendar of Events, Distributor of Lottery Tickets, Administrator's Seminars, Members Liaison, and Sask Action). Yet three of those programmes not popular were designed to upgrade the volunteer administrator (Accounting Service, Treasurer Seminars, and Administrative Advisory Service).

Attendance at the Annual General Meeting and Fall Conferences was very high and the members rated communications between them and their federation as very sound.

In its role as a single, representative voice for sport to government, the federation was seen to enjoy the closest of relations with government. At the same time, members viewed their federation having a clear and distinctly different role. The job done by the federation in liaising with government was viewed as excellent.

Sask Sport was seen to have been an overwhelming success in raising money for sport.

Only four of the ten grants offered by the federation could be judged as popular by the membership. These included: Delegates to National Meetings, Team Travel Out-of-Province, Coaches and Officials Upgrading, and Uniform Assistance--

largely grants in support of athletes.

From the information provided, the majority of the membership is not able to meet the criteria for access to grants to aid athletes, fund executive or technical directors, or upgrade their volunteer administrators. In addition, there seems to be little interest in grants for special projects, special equipment, or research in sport.

The key issues and major problems facing Sask Sport were noted to be in the areas of administration, finance, and personnel. The federation must endure its growing pains, must affect tighter control of the Lottery Authority and Trust Committees by its Board of Management, and must increase its central office staff to better meet the demands of the membership.

Financially, the federation must aid members in becoming more self-supporting, must establish genuine equity in the benefits and access to grants, review grant criteria, and resolve the problem of unclaimed, unspent grant monies.

Finally, Sask Sport must attend to the issue of retaining the major role of the volunteer in sport.

Solutions to these problems included developing a stronger Board, hiring a General Manager to oversee the three functional arms of Sask Sport, developing new and useful programmes for members, and strengthening the members liaison programme.

Financially, the federation was urged to spend all of its monies, review grant criteria to make them more accessible, and to individualize grants to meet the specific needs of the membership.

Finally, Sask Sport was urged to attend to a major initiative in the training and retention of sports volunteers.

CHAPTER IX

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

The purpose of this study was to describe, analyze, and evaluate the success of the operation of three provincial amateur sports federations in Western Canada: Sport B.C., Sport Alberta, and Sask Sport. More specifically, the purpose was to utilize the CIPP Evaluation Model developed by D. L. Stufflebeam (1968) in the evaluation of these provincial sports collectives by determining how these organizations developed, what their official and operative goals were (Perrow, 1969), how they were structured, what they do to meet their goals, and how successful they were in achieving their goals. Further, it was the purpose of the study to ascertain the key issues and problem areas facing the collectives.

Data were obtained using the research techniques of document and record analysis, semi-directed interviews, and the administration of a questionnaire. These techniques were augmented by personal correspondence, direct observation, participation in seminars or special meetings of the collectives or their committees, and library research. The responses to the questionnaires were subjected to descriptive analysis (primarily frequencies, percentages, and measures of central tendency). All interviews were recorded and, later transcribed. Content analysis was used to interpret these interviews as well as all documents and records.

Emanating from the in-depth analysis of the three organizations was a series of the writer's recommendations for engineered change for each of the federations. A concern for improving the lot of provincial sports collectives within their respective sports systems prompts their being offered here. It is hoped that they will merit due consideration.

Finally, some recommendations for further investigation, prompted by this study, are presented.

The CIPP Evaluation Model

The CIPP Evaluation Model was selected for use in this study because of its potential apparent in its four types of evaluation to provide adequately for both a thorough description of the provincial sports collectives and an assessment of the success of the operations of these associations.

The Model may be judged to have been of limited usefulness for these stated purposes in this inquiry. The structures, management, and environments of each of the provincial federations were complex and varied. The Model's greatest usefulness became apparent in its assisting in mapping out the domains to be investigated and in ensuring that fundamental management dimensions were analyzed with objectivity and consistency within each federation.

The Model was assistive in providing leads to data and, in this way, facilitated communication. Finally, the

Model provided a substantial framework for data analysis and presentation with maximum objectivity and freedom from investigator bias.

Conversely, the CIPP Evaluation Model demonstrated its greatest weakness in its inadequacy in evaluating an on-going administrative programme. The Model, with its relatively discrete but contingent components really did not always fit in this investigation. Rather than being an evaluation of a new programme complete with goal statements, procedures for implementation, and end products or final attainments, this investigation was an intrusion into the operation of a functioning organization. When the Model was judged to be in the way, its purity was sacrificed to the realities of the situation.

Summary and Conclusions

A detailed history of the development of each of the three sports collectives was presented. Both the official goals and the operative goals were identified and described. The contemporary organizational structure of each federation was analyzed and detailed.

Sport B.C. was perceived by its membership to have generally succeeded in meeting its official goals. It did coordinate, encourage, and assist member organizations. To a lesser degree, the federation was successful in promotions in sport but it was suggested that it must attend to some significant education of its membership about promotional services which are available in the federation.

Sport B.C. was successful in its role as a lobby with government, but it was suggested that it must make concerted efforts to reduce conflict, both real and apparent, with the civil service in the Recreation and Fitness Branch.

Sport B.C. was successful in administering the B.C. Administrative Centre for Sport, Recreation, and Fitness.

Key issues and major problems confronting Sport B.C. centered on the acquisition of funds from government, a growing bureaucracy within the federation, and a need to clarify the federation's own philosophy and roles.

Solutions to problems offered included the establishment of some guaranteed level of financing, fiscal controls in the administration of the collective, and negotiations to evolve clear direction for the federation's future.

Sport Alberta was perceived by its membership to have generally failed to meet any of its stated official goals. It had failed to promote amateur sport in Alberta; only in a guarded way had it acted as a forum for the exchange of members' views; it had failed to liaise with government; and it had failed to correlate efforts to stimulate interest in amateur sport.

Key issues and major problems confronting Sport Alberta focused on the management crisis, poor relationships with government, and the total lack of credibility which now burdens the federation.

Possible solutions offered centered on a total reorganization, a redefinition of goals and direction, and a reordering of governmental support (moral and financial) in a positive direction.

Sask Sport was perceived by its membership to have achieved great success in meeting all of its goals.

Sask Sport was seen to have done an excellent job in encouraging and promoting sports. In evolving the closest of working relationships with government, the collective was viewed as an unqualified success. Great sums of money for sport was generated in Sask Sport's efforts in administering the provincial lottery operation. The federation was judged a success in funneling this money back to sports groups. However, more attention was indicated as necessary to ensure that more of the membership gained access to needed funds.

Key issues and major problems confronting Sask Sport centered on enduring administrative growing pains, affecting realistic controls on the lottery and trust operations, ensuring equality of access to the benefits of grants for all members, and focusing attention on programmes to develop volunteers in sports.

Solutions offered to these problems included the hiring of a General Manager to coordinate the efforts of the three arms of the collective's operation, the strengthening of the board of directors and the individual member organizations, the individualization of grants to be more accessible to meet specific needs of members, and the launching of a major programme emphasis in support of voluntarism in sports.

Recommendations for Sport B.C.

It is recommended that Sport B.C.:

1. Establish a programme to upgrade the management skills of those committed volunteers currently working in sports governing bodies. It should take the form of a structured, administrative certification programme designed to develop the principle skills of planning, budgeting, media relations, organization and structure, acquisition and use of personnel, fund raising, and management.
2. Focus some major programme initiative on the new volunteer in sports. It must be concerned with the acquisition, training, retention, and reward of sorely needed new volunteers.
3. Make the federation more of a reality to more sportspersons throughout the province; utilize more volunteers on various official standing and ad hoc committees and major projects undertaken by the federation.
4. Initiate a close relationship with the British Columbia Sports Hall of Fame. This could be developed via a shared policy/liaison committee where the federation representatives are dedicated volunteers with some major expertise in the history-archives area.
5. Rationalize definitions of sport and how that definition will relate to various categories of membership within the federation. This will become particularly

important if the federation develops the capability to offer substantial funding to member organizations.

6. Evolve a more effective forum for relaying members' needs and problems to the federation. Energize the members liaison programme. Make all members, large or small, feel that Sport B.C. knows and cares and that they are the federation and the federation is them.
7. Publish immediately--and at no cost to the readership--an attractive, bimonthly newsletter aimed at keeping the membership and the general public informed about both the federation and interesting events within members' programming.
8. Investigate the feasibilitity of establishing a toll-free telephone exchange (WATTS Line) over which news about sporting events held anywhere in the province can be sent to a central receiving desk. The news can then be submitted to Canadian Press, radio and television stations, and to major daily and weekly newspapers throughout the province.
9. Convene a meeting of leaders representing (and able to speak for) the various principles within the sports system of British Columbia. These must include representatives of the federation, its board of directors and staff, the government, the B.C. Games Council, universities and colleges, the BCRA, the BCFSAA, and the B.C. Sports Hall of Fame The

meeting would be called to identify the unique contributions and roles each agency can play in the delivery of amateur sport in the province. The meeting is an essential first step in developing mutual trust and confidence, understanding and support in the roles each agency plays.

10. Negotiate immediately with government to utilize the existing governmental delivery network throughout the provice to affect the delivery of sport federation information and services to all in the province.
11. Negotiate with government to expand its assistance for program development coordinators to other sports bodies. The government should make these grants directly to the sports associations and the program development coordinators would then be made directly responsible to the organization which hires them.
12. Negotiate with government for a federation role in the administration of the provincial games programme that is both seen to be and actually is significant at both policy setting and administrative levels.
13. Dispense with ad hoc, one-man "committees" of the federation. To increase the impact of the official federation position and effort, ad hoc committees should be initiated after suitable debate by the membership (or board). This would be an excellent method of expanding the interaction of volunteers within the affairs of the federation.

14. Expand the federation's capacity and role in the provision of technical services to assist member organizations in the execution of their programmes.
15. Encourage the establishment of a separate, arms-length administrative structure to administer the B.C. Administrative Centre for Sport, Recreation, and Fitness. The federation could then assume its rightful role as but one other tenant organization in that Centre.
16. Continually reaffirm the philosophical position that the strength of the federation lies in the collective strength of each member organization. The federation exists only as the servant of the membership and it must continually make efforts to be seen to be reaffirming that position.
17. Formally negotiate a resolution to the impasse of government non-support for a provincial training centre for sport. Sport B.C. must negotiate for a positive commitment from government and must not embarrass the government into such a support. Such a project is doomed to eventual failure without massive government support. The federation must acknowledge both the vastness of the project and the importance of government participation.
18. Negotiate with government to have a reorganization of the Advisory Council of the Physical Fitness and Amateur Sport Fund. These negotiations must seek

representation of both board and staff from the federation, possibly term appointments so that fresh thinking is injected into the Council, and assurances that civil servants assume but advisory roles in the Council decision making.

19. Negotiate for a "set" percentage of funds available to sports from the PFAS Fund be made available to Sport B.C. With that percentage the federation would be expected to plan and administer its programmes as approved by its membership.

20. Rationalize the federation's efforts and successes enjoyed in fund raising within the Western Canada Lottery Foundation's lotteries. The membership must attend to the creation of a trust fund and some legitimate method for funneling these financial resources directly to member organizations.

21. Improve internal administration by creating a planning committee charged with the development of federation plans (both short and long range) which can be presented to the membership for their approval. At the same time, Sport B.C. must launch an initiative to formally structure a regular evaluation of its form and function with a view to constant improvement.

Recommendations for Sport Alberta

It is recommended that Sport Alberta:

1. Review and redefine its basic purposes, aims, and goals so that it can perform those functions desired by its membership.
2. Together with the Sport and Fitness Branch of the provincial government, rationalize and clearly delineate the functions of the collective and the government to ensure maximum product for sport with a minimum of duplication of effort. Such rationalization could be done via a standing committee jointly representing the interests of both government and the federation.
3. Negotiate significantly with government to have them acknowledge a rightful place for sport in Alberta--one that is complementary to but decidedly different from recreation--and to accommodate that difference within the philosophical basis in government departments.
4. Negotiate with government a substantial and significant role in the Alberta Games programme. The role must be and must be seen to be substantial at both policy setting and administration levels.
5. Recognize and accommodate through programmes the needs within member organizations for administrative assistance.
6. Study and search out some high-profile, image-

building project that could be quickly launched, simply implemented, and which would demonstrate the federation's competence in the provision of administrative service. Such a project might be the successful negotiation to manage the provincial sports administration Centre in St. Albert.

7. Publish immediately a provincial newsletter of top quality aimed at providing information to the membership and the public.
8. Develop a series of weekly feature articles, in conjunction with respective member sports bodies, to highlight amateur sport in Alberta. Such a series could be made available to major newspapers throughout the province.
9. Direct and empower its board of directors to act as a planning committee for the federation. With input from experts at universities, in government, and in sports federations in neighboring provinces, it could establish sound short and long range plans which would then be presented to the membership for their approval.
10. Direct its board to establish an evaluation committee to annually assess its various elements (organization, committees, programmes, finances, and functions) with a view to ensuring the best possible operation of the federation.
11. Make serious efforts to attract new, committed, and

credible leadership to open, positive and mutually respectful dialogue with government and with the member organizations.

12. Negotiate with government and the member sports bodies a solid and substantial financial base, adequate for the total operation of Sport Alberta.
13. Negotiate with government to receive a percentage of the profits of the Western Canada Lottery Foundation lotteries. In addition, the federation be encouraged to undertake a permanent and substantial distributorship in the lottery business so that their income could be augmented.

Recommendations for Sask Sport

It is recommended that Sask Sport:

1. Evolve some administrative mechanism to improve the dissemination of federation services into all cities, towns, and communities in the province.
2. With the increase in the use of volunteers, avoid the potential for breakdowns in communications between committees and board of directors by ensuring that significant decisions are ratified by the board of directors.
3. Establish a programme to upgrade the management skills of those committed volunteers currently working in sports governing bodies. It should take the form of a structured, administrative certification programme designed to develop the principle skills

of planning, budgeting, media relations, organization and structure, acquisition and use of personnel, fund raising, and management.

4. Focus some major programme initiative on the new volunteer in sports. It must be concerned with the acquisition, training, retention, and reward of sorely needed new volunteers.
5. Ensure that Sask Sport never loses sight of its singular purpose: to contribute to the development of the member organizations. If the member organizations are strong, so, too, is the federation. Sask Sport must continually reaffirm its philosophy of serving the membership. It must be responsive, never growing too large nor too remote from the sports governing bodies.
6. Continue with patience and understanding to educate the public to the differences between the federation, the Department of Culture and Youth, and SSRU.
7. Continue with patience and prodding (of board members) to make the membership liaison programme a solid success.
8. Expand efforts to publicize both the federation and its members' programmes through added initiatives in the electronic media.
9. Use the considerable influence of the collective to assist the Saskatchewan Games operation evolve regional strengths within the member sports governing

bodies throughout the province.

10. Create some substantial financial incentive to encourage universities and colleges in the province to develop leadership for amateur sports bodies. This could take the form of clinics, workshops, or special projects.
11. Programme into a workshop at an annual meeting or fall conference a session on complaints, conflicts, and problems that the member organizations would like to air. This could be both fun and revealing.
12. Rather than seeking out new ways to expand programming efforts, make an effort to consolidate and improve on current programmes.
13. When major funding and financial policy decisions are made or altered significantly, make every effort to involve and inform the member organizations that will be most affected.
14. Adopt a philosophy on the Trust Committee and board of directors that will permit some greater degree of individualizing grants to meet more particular needs of member sports. In this manner more benefits will be more accessible to all of the membership.
15. Ensure that grants criteria are constantly reviewed and maintained at levels appropriate to the rising costs of the day.
16. Focus some programming initiative on helping sports governing bodies to become more financially self-

sufficient.

17. Be given direction and adequate support funding to increase staff in order to better service the demands on the collective's central office within reasonable workloadings of these staff members.
18. Create the staff position of General Manager charged with the coordination of staff and functions of the federation's three operational arms, Lottery, Trust, and Program.
19. Continue to maintain close relationships with government (both elected officials and civil service). Maintain scrupulous honesty in the operation of the Lottery and Trust programmes and be seen to be doing so in the public's eyes.
20. Improve internal administration by creating a planning committee charged with the development of federation plans (both short and long range) which can be presented to the membership for their approval. At the same time, launch an initiative to formally structure a regular evaluation of the federation's form and function with a view to constant improvement.

Recommendations for Further Study

1. Continue to chronicle the history of the three provincial sports federations to keep the written records up to date.
2. Using the CIPP Model replicate this study in other

provinces or territories in Canada to contribute to a better understanding of provincial sports federations.

3. Repeat this study in 1988 to ascertain any shifts or changes in development, emphasis, support or concerns in each provincial sports collective. It would be interesting to then see which, if any, recommendations for change were implemented and with what results.
4. Launch a similar in-depth analysis of other major agencies within the provincial sports system in order to contribute to a more complete understanding of the organization and administration of amateur sports in Canada.

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Pielak, C. Regina, October 12, 1977.

Ritchie, B. Saskatoon, November 2, 1977.

Seaman, D. Regina, October 18, 1977.

Stinson, W. Saskatoon, November 2, 1977.

Teece, D. Regina, June 2 and 20; October 17, 1977.

Young, W. Regina, October 28, 1977.

Zeman, J. Saskatoon, November 3, 1977.

Zwack, A. Regina, October 14, 1977.

APPENDICES

APPENDIX A. OUTLINE OF SEMI-DIRECTED INTERVIEWS

GENERAL TOPIC	POSSIBLE QUESTION DIRECTIONS
Personal/Demographic Information	- identify role within collective - how long in that role - any other role - any personal/professional qualifications for being in this role
Description of Collective	- what is the B.C. Sports Federation - why was it formed - do these reasons persist today - how was it structured originally - what structural changes have occurred - with what agencies (significant associates) has the collective the most interaction - describe attitudes toward this relationship
Analysis of Collective	- what is collective supposed to do - goals/objectives - what does it do - detail programmes of specific interest or competence
Perceptions of Success	- able to link programmes to stated goals - most successful programme areas - least successful programme areas - opinion of contribution collective makes in sport delivery system - any feelings or perceptions of side effects - because of collective we have ________ without collective we would have more problems in ___ - what elements of the collective are you completely content with
Key Issues/ Problem Areas	- what significant problems have faced the collective in the past - how were these dealt with - what problems still remain to be more adequately dealt with - what fears have you for the continued existence of the collective

APPENDIX B. SURVEY QUESTIONNAIRES USED IN THE STUDY

SURVEY OF THE MEMBERSHIP OF SPORT B.C.

Introduction:

This survey is designed to provide information on how successful the administration and programming of SPORT B.C. has been as perceived by YOU, the membership.

The questionnaire consists of three parts: questions which give a better understanding of your organization, questions that give information about how your organization generally views SPORT B.C., and questions that deal with your organization's opinions and perceptions of whether or not SPORT B.C. has met its objectives.

Please try to answer all the questions as carefully and as accurately as possible. Thank you very much for your cooperation and assistance.

PART ONE: INFORMATION ABOUT YOUR ORGANIZATION

Q1. What is the name of your organization? ____________

____

Q2. What position or office do you hold with that organization? ____________________

Q3. How long have you held that position? ____________

Q4. How long have YOU been a member of your organization?

____

Q5. List in order of priority the three (3) most important objectives of your organization:

(1) ______________________________

____

____

(2) ______________________________

____

____

(3) ______________________________

____

____

Q6. Does your organization maintain an office? YES___ NO___

Q7. Is the office located in the B.C. Administrative Centre for Sport, Recreation, and Fitness at 1200 Hornby Street in Vancouver? YES ____ NO ____

Q8. If 'NOT', where is it located? ______________________________

____

Q9. Please list by their job title the personnel your organization hires on either a full-time or part-time basis:

Employees	Full-time	Part-time

Q10. Put in rank order (where '1' represents the best) those things which you think your organization does best:

provide a program of competitions ____

administration ____

players' skill development ____

coaching development ____

officiating development ____

fund-raising ____

communications (within the organization) ____

promotion (outside the organization) ____

others (please specify) ____

____________________ ____

____________________ ____

____________________ ____

____________________ ____

Q11. What is your total registered membership in 1977-78? (Inclusive of active members, associates, coaches, referees, officials, players, etc.) ____________

Q12. Approximately what percentages of your membership are:

(1) elementary school age ____

(2) high school age ____

(3) 18 - 25 years of age ____

(4) 26 - 50 years of age ____

(5) over 50 years of age ____

Q13. Approximately what is the size of your 1977-78 budget?

____

Q14. What are the budget divisions and their approximate amounts?

Divisions (please check)		Amounts
Staff salaries	________	________
Team out-of-province travel	________	________
Executive meetings in-province	________	________
Special equipment	________	________
Officials upgrading/ certification	________	________
General administration (supplies, mailing, etc.)	________	________
Sponsor your Annual General Meeting	________	________
Competition/tournament hosting	________	________
Others (please specify)	________	________
____________________	________	________
____________________	________	________
____________________	________	________
____________________	________	________

Q15. Approximately what percentages of your budget comes from which source?

Registrations of players, teams, etc. ________

Grants from the Provincial Government (Physical Fitness and Amateur Sport Fund) ________

Commissions on sale of The Western and The Provincial lottery tickets ________

Commissions on sale of Loto Canada tickets ________

Commissions on sale of another organization's lottery tickets ________

Profits from sale of your own organization's lottery tickets ________

Gate receipts from own events ________

Commercial/industrial sponsorship ________

Other programs (please specify) ________

________________________________ ________

________________________________ ________

________________________________ ________

Q16. Does your organization own any of its own facilities?

YES ______ NO ______

Q17. If 'YES', name the type and quantity of these facilities:

Type	Quantity
________________________________	________
________________________________	________

Q18. If the answer to Q16 is 'YES', from what sources did you receive most of the monies to pay for the facilities? ______________________________

____

____

Q19. Put in rank order (where '1' represents the best) those things that you think your organization NEEDS most:

Coaching development ________

Administrative skills ________

Volunteer workers (leaders) ________

Officials development ________

Fund-raising ________

Promotion (outside the organization) ________

Players' skill development ________

Communications (inside the organization) ________

Others (please specify) ________

______________________________ ________

______________________________ ________

PART TWO: GENERAL QUESTIONS ABOUT SPORT B.C.

Q20. In your opinion, why was SPORT B.C. created in the first place? ______________________________

____

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____

Q21. How long has your organization been a member of SPORT B.C.? ______________________________

Q22. Why did your organization join SPORT B.C.? __________

____

____

____

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____

Q23. Have any of your members ever served on the Board of Directors of SPORT B.C.? YES _____ NO _____

Q24. If 'YES', during which years? ____________________

____

____

Q25. What do you think are SPORT B.C.'s objectives today?

____

____

____

____

____

Q26. Does your organization send copies of minutes of your meetings to SPORT B.C.? YES _____ NO _____

Q27. How would you rate the contribution you feel your organization makes to the direction of SPORT B.C.

A major contribution __________

Some contribution __________

Hardly any contribution __________

No contribution at all __________

Q28. What does SPORT B.C. actually do now? ____________

____

____

____

____

PART THREE: HOW WELL HAS SPORT B.C. MET ITS OBJECTIVES

Q29. How often does your organization attend SPORT B.C.'s annual meetings?

Always ________

Usually ________

Rarely ________

Never ________

Q30. What role does SPORT B.C. play in any part of your organization? ____________

____

____

____

____

Q31. In which of the following SPORT B.C. programs or services has your organization participated?

Bookkeeping/accounting service ________

Sports promotion/media relations ________

Printing/duplicating ________

Marketing of events ________

Secretarial/typing services ________

Others (please specify and check)

______________________________ ________

Q32. Does your organization receive any administrative assistance from government? YES ____ NO ____

Q33. If 'YES', what kind of assistance? eg. program development coordinators ____________________

____

____

____

____

Q34. How might SPORT B.C. better serve your organization's needs? ____________________

____

____

____

Q35. In your opinion, does SPORT B.C. perform a role that is clearly and distinctly different from the Sports and Fitness Division of the Provincial Government (G. Pynn's office)? YES ____ NO ____

Q36. If 'NO', where in your opinion is there overlap?

____

____

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____

____

Q37. In your opinion rate the job done by SPORT B.C. as the lobby for sport with the government?

very good ________

more than adequate ________

adequate ________

less than adequate ________

very poor ________

Q38. Does your organization publish a newsletter?

YES ____ NO ____

Q39. If 'YES', what is its primary purpose (please check)?

Communications/information within the organization ________

Promotion outside the organization ________

Others (please specify) ________ ________

________________________________ ________

________________________________ ________

Q40. If the response to Q38 is 'YES', please indicate the newsletter's strengths and/or weaknesses:

Strengths: ________________________________

____

____

Weaknesses: ________________________________

____

____

Q41. How would you rate the communications between your organization and SPORT B.C.?

very good ____________

more than adequate ____________

adequate ____________

less than adequate ____________

very poor ____________

Q42. Did your organization participate in the B.C. Games this year? YES ______ NO ______

Q43. Will your organization participate in the next B.C. Games in 1979? YES ______ NO ______

Q44. If your answer to Q42 and Q43 is 'NO', why does your organization NOT participate in the provincial games program? ____

____

____

____

Q45. Does your organization feel membership in SPORT B.C. is valuable? YES ______ NO ______

Q46. If 'YES', why? ____

____

____

____

Q47. If 'NO', why not? ____

____

____

____

Q48. Does your organization keep SPORT B.C. informed of your programs (meetings, clinics, workshops, etc.)?

YES ______ NO __✓__

Q49. Is your organization kept informed of policies and operations of SPORT B.C.? YES ______ NO ______

Q50. Do you feel that your organization SHOULD be kept informed of the policies and operations of SPORT B.C.?

YES ______ NO ______

Q51. What, in your opinion, are the major problems facing SPORT B.C.? ______________________________

____

____

____

____

____

Q52. What would you offer as possible solutions to these problems? ______________________________

____

____

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____

SURVEY OF SPORTS GOVERNING BODIES:
MEMBERS OF SPORT ALBERTA

Introduction:

This questionnaire is designed to provide information on how successful SPORT ALBERTA's programming and administration has been as perceived by YOU, the member sports governing bodies.

The brief questionnaire consists of three parts: questions which give an understanding of your sports governing body, questions that give information about your sport's general views of SPORT ALBERTA, and questions that deal with your sport's perception of how well SPORT ALBERTA has met its stated objectives.

Please try to answer all questions as carefully and as accurately as possible. Thank you very much for your cooperation and assistance.

PART ONE: INFORMATION ABOUT YOUR SPORT GOVERNING BODY

Q1. What is the name of your organization? ____________
____

Q2. What position or office do you hold with that body?
____

Q3. How long have you held that position? ____________

Q4. List in order of priority your sport's three (3) most important objectives: (1) ____________

(2) ____________

(3) ____________

Q5. What is your total membership registered in 1976-77? (inclusive of players, coaches, officials, administrators, etc.)? ______________________________

Q6. What percentages (approximately) of your membership are:

(1) elementary school age ______

(2) junior-senior high age ______

(3) 18 - 25 years of age ______

(4) over 25 years of age ______

Q7. What is the most prevalent grouping within your sport?

(1) community club ______

(2) school team ______

(3) independent team ______

(4) other (please specify) ______

____________________ ______

Q8. Approximately what was the size of your 1976-77 budget?

____

Q9. What are the major budget divisions and their approximate amounts?

Budget Division	Amount

Q10. Which of the following do you think your sport does best?

(1) administration ________
(2) leadership development ________
(3) players skill development ________
(4) officiating development ________
(5) other (please specify)____________ ________

Q11. In which of the following do you think your sport needs the most improvement?

(1) administration ________
(2) leadership development ________
(3) players skill development ________
(4) officiating development ________
(5) other (please specify) ________

PART TWO: GENERAL QUESTIONS ABOUT SPORT ALBERTA

Q12. Has your sport had occasion to utilize the services of SPORT ALBERTA during the past 12 months?

YES _____ NO _____

Q13. What role does SPORT ALBERTA play in any part of your sport governing body? ____________________________

____

____

Q14. How might SPORT ALBERTA better serve your sport's needs? ____________________________

____

____

Q15. What financial assistance would you like to see your sport receive from SPORT ALBERTA? ______________________

____

____

Q16. What, in your opinion, are the major problems facing SPORT ALBERTA? ______________________

____

____

Q17. What would you offer as possible solutions to these problems? ______________________

____

____

PART THREE: HOW WELL HAS SPORT ALBERTA MET ITS OBJECTIVES

Q18. Does your sport publish a NEWSLETTER? YES ___ NO ___

Q19. How would you describe its usefulness in the promotion of your sport in Alberta? ______________________

____

____

Q20. Was the NEWSLETTER printed by SPORT ALBERTA?

YES _____ NO _____

Q21. How would you improve communications between your sport and SPORT ALBERTA? ______________________

____

____

____

____

Q22. What programs has your sport been unable to enter because of a lack of funds? ____________________

____

____

Q23. Please check which of the following services you think SPORT ALBERTA ought to provide its members:

(1) financial assistance to hire Executive Director ________
(2) financial assistance to hire Technical Director ________
(3) financial assistance to hire Provincial Coach ________
(4) office space and equipment ________
(5) financial assistance for general operating budget ________
(6) general publicity services ________
(7) advisory bookkeeping services ________
(8) advisory secretarial services ________
(9) sponsor provincial competitions ________
(10) research sports-related issues ________
(11) generally raise funds for sport ________
(12) sponsor coaching, players, officials clinics ________
(13) publish a provincial newsletter ________
(14) central registry of sports resources (players, coaches, officials, facilities, etc.) ________

(15) maintain a library of books, manuals, films, videotapes ________

(16) maintain a provincial sports archives (history) ________

(17) printing and duplicating ________

(18) sponsor REGIONAL games ________

(19) sponsor PROVINCIAL games ________

(20) other (please specify) ______________ ________

Q24. From what source do you think SPORT ALBERTA ought to receive its funds? ______________________________

____

____

Q25. Does your sport regularly attend SPORT ALBERTA's annual meetings? YES _____ NO _____

Q26. Has your sport ever had a representative either elected or appointed to SPORT ALBERTA's Board of Directors? YES _____ NO _____

Q27. If 'YES', during which years? ______________

Q28. During the past 12 months in which of the following programs of SPORT ALBERTA did your sport participate?

(1) duplicating, printing, disseminating ________

(2) other (please specify) ______________ ________

________________________________ ________

Q29. In your opinion, does SPORT ALBERTA perform a role that is clearly and distinctly different from the Sports and Fitness Branch of the Provincial Government's Department of Recreation, Parks and Wildlife?

YES _____ NO _____

Q30. If 'NO', where, in your view, is there overlap?

____

____

Q31. In your opinion, rate the job done by SPORT ALBERTA as your liaison with government:

(1) very good ________

(2) more than adequate ________

(3) adequate ________

(4) less than adequate ________

(5) very poor ________

Q32. Is your sport "more successful" dealing directly with the Government than going through SPORT ALBERTA?

YES _____ NO _____

Comments __________________________________

____

Q33. Does your sport participate in the Alberta Games program? YES _____ NO _____

Q34. Does your sport feel membership in SPORT ALBERTA is valuable? YES _____ NO _____

Q35. If 'YES', why? ________________________________

____

Q36. If 'NO', why not? ______________________________

____

Q37. Does your sport send SPORT ALBERTA copies of your minutes of your meetings? YES _____ NO _____

Q38. Does your sport keep SPORT ALBERTA informed of your programs (competitions, clinics, workshops, etc.)?

YES _____ NO _____

SURVEY OF THE MEMBERSHIP OF SASK SPORT

INTRODUCTION:

This survey is designed to provide information on how successful the administration and programming of SASK SPORT has been as perceived by YOU, the membership.

The questionnaire consists of three parts: questions which give a better understanding of your organization, questions that give information about how your organization generally views SASK SPORT, and questions that deal with your organization's opinions and perceptions of whether or not SASK SPORT has met its objectives.

Please try to answer all the questions as carefully and as accurately as possible. Thank you very much for your cooperation and assistance.

PART ONE: INFORMATION ABOUT YOUR ORGANIZATION

Q1. What is the name of your organization? ______________

____

Q2. What position or office do you hold with that organization? ______________________________

Q3. How long have you held that position? ______________

Q4. List in order of priority the three (3) most important objectives of your organization:

(1) ______________________________

(2) ______________________________

(3) ______________________________

Q5. Does your organization maintain an office?

YES ____ NO ____

Q6. Is the office located in the Saskatchewan Sports and Recreation Unlimited (SSRU) administration centre in Regina? YES ____ NO ____

Q7. If NOT, where is it located? ____________________

____

Q8. Please list by their job title the personnel your organization hires on either a full-time or part-time basis:

Employees	Full-time	Part-time

Q9. Put in rank order those things that you think your organization does best:

administration ____

players' skill development ____

coaching development ____

officials' development ____

fund-raising ____

public relations ____

other (please specify) ____________ ____

Q10. What is your total registered membership in 1977-78? (Inclusive of active members, associates, coaches, referees, etc.)? ________________________

Q11. Approximately what percentages of your membership are:

(1) elementary school age ________

(2) high school age ________

(3) 18 - 25 years of age ________

(4) 26 - 50 years of age ________

(5) over 50 years of age ________

Q12. Approximately what is the size of your 1977-78 budget?

____

Q13. What are the budget divisions and their approximate amounts?

Divisions	Amounts
Staff salaries	________
Team travel out-of-province	________
In-province meetings	________
Special equipment	________
Officials' upgrading	________
Coaches' upgrading	________
General administration (mailing, supplies, etc.)	________
Executive travel out-of-province	________
Competition/Tournament hosting	________
Others (please specify) ________________	________
________________________________	________
________________________________	________

Q14. Approximately what percentages of your annual budget comes from which source:

Registrations (players, teams, etc.) ________
Commissions on lottery ticket sales ________
Commercial/industrial sponsorship ________
Grants from Culture and Youth ________
Grants from Sask Sport Trust ________
Other sources (please specify)________ ________
________ ________

Q15. Put in rank order those things that you think your organization NEEDS most:

Coaching development ________
Administrative skills ________
Volunteer workers (leaders) ________
Officials' development ________
Fund-raising ________
Public relations ________
Players' skill development ________
Others (please specify) ________ ________
________ ________
________ ________

PART TWO: GENERAL QUESTIONS ABOUT SASK SPORT

Q16. In your opinion, why was SASK SPORT created in the first place? ________
____
____

Q17. How long has your organization been a member of SASK SPORT? ____________________

Q18. Why did your organization join SASK SPORT? ____________________

____

____

____

Q19. Have any of your members ever served on the Board of Management of SASK SPORT? YES _____ NO _____

Q20. If 'YES', when? ____________________

Q21. Have any of your members ever served on any SASK SPORT committee, trust, or authority? YES _____ NO _____

Q22. If 'YES', which committee, trust, or authority? _____

____

____

____

Q23. What do you think are SASK SPORT's goals today?

____

____

____

____

____

Q24. Does your organization send copies of minutes of your meetings to SASK SPORT? YES _____ NO _____

Q25. How would you rate the contribution you feel your organization makes to the direction of SASK SPORT:

a major contribution ____________

some contribution ____________

hardly any contribution ____________

no contribution at all ____________

Q26. What does SASK SPORT ACTUALLY do now? ____________

____

____

____

PART THREE: HOW WELL HAS SASK SPORT MET ITS OBJECTIVES?

Q27. Which grants have your organization received from SASK SPORT Trust:

Executive/Technical director ________

Delegates to national meetings ________

Officials/coaches upgrading ________

Team travel out-of-province ________

Grant-in-aide to athletes ________

Pilot/special projects ________

Specialized equipment ________

Uniform assistance ________

Administrator/volunteer upgrading ________

Research ________

Others (please specify) ____________ ________

______________________________________ ________

Q28. Does your organization regularly attend SASK SPORT's annual meetings in the Spring? YES _____ NO _____

Q29. Did your organization attend the Fall conference 1977?

YES ______ NO ______

Q30. What role does SASK SPORT play in any part of your organization? ____

____

____

____

Q31. In which of the following SASK SPORT programmes or services has your organization participated?

Administrators' seminars __________
Calendar of events __________
Sask Action - 77 promotion __________
Treasurers' seminars __________
Accounting consultant service __________
Membership liaison __________
Executive/administrative advisory service __________
Central registry __________
Distributor of lottery tickets __________
Others (please specify) ____________________ __________
____ __________

Q32. How might SASK SPORT better serve your organization's needs? ____

____

____

____

Q33. In your opinion, does SASK SPORT perform a role that is clearly and distinctly different from the Department of Culture and Youth of the provincial government?

YES _____ NO _____

Q34. If 'NO', where in your opinion is there overlap?

____

____

Q35. In your opinion, rate the job done by SASK SPORT as the "single voice of amateur sport in Saskatchewan":

very good __________

more than adequate ✓_________

adequate __________

less than adequate __________

very poor __________

Q36. Does your organization publish a newsletter?

YES _____ NO _____

Q37. If 'YES', how would you describe its usefulness in the promotion of your organization in Saskatchewan? _____

____

____

Q38. How would you rate communications between your organization and SASK SPORT:

very good __________

more than adequate __________

adequate __________

less than adequate __________

very poor __________

Q39. Does your organization participate in the Saskatchewan Summer or Winter Games? YES _____ NO _____

Q40. If 'NO', why not? ______________________________

____

____

Q41. Does your organization keep SASK SPORT informed of your programs? (meetings, clinics, workshops, etc.)

YES _____ NO _____

Q42. Does your organization feel membership in SASK SPORT is valuable? YES _____ NO _____

Q43. If 'YES', why? ______________________________

____

____

Q44. If 'NO', why not? ______________________________

____

____

Q45. What, in your opinion, are the major problems facing SASK SPORT? ______________________________

____

____

____

Q46. What would you offer as possible solutions to these problems? ______________________________

____

____

____

____